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# FEDERAL INVOLVEMENT IN LEISURE SERVICES 1981



L. Kylo  
E. Swimmer

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FEDERAL INVOLVEMENT

IN LEISURE SERVICES

1981

LEO KYLLO

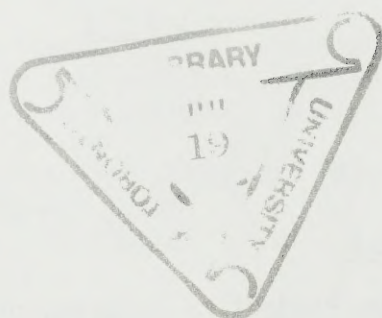
Makale, Kylo and Project  
Planning Consultants, Ltd.

GENE SWIMMER

School of Public Administration  
Carleton University

AND

Deborah Corrigan  
Patricia Donnelly  
Beverly Kendall  
Garth MacNaughton  
Alexandre Moricz  
Teresa Murphy  
Susan Spencer





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PREFACE

A study of this magnitude which had to be completed in four months is, by necessity, a team effort. We have many people to thank. First and foremost, we must acknowledge the first-rate research assistance provided by seven graduate students at the School of Public Administration: Debbie Corrigan, Trish Donnelly, Bev Kendall, Garth MacNaughton, Alex Moricz, Teresa Murphy and Sue Spencer. Without them we would have had a research design with nothing to analyze. Under our supervision, these students performed all the interviewing and data collection for the 68 federal agencies studied. All the individual departmental summaries contained in Part II were written by the researchers (about ten departments each). We thank them not only for the quality of their work but for the good-natured acceptance of the fact that, given their actual time commitment, the hourly wage rate approached the legal minimum.

We also wish to acknowledge the financial and moral support of Fitness and Amateur Sport, particularly Vincent Barsona and Michael Heit. Despite their involvement, the report was completely the responsibility of the authors. Fitness and Amateur Sport does not necessarily concur with any opinions or conclusions expressed in this report.


We have benefitted greatly from the suggestions and comments of Professor Tim Burton, from the University of Alberta and joint author of the original study.

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Gene Swimmer  
Leo Kylo

September, 1981





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## Chapter 1

### THE RESEARCH SETTING

#### Introduction

In late 1973 Thomas L. Burton and Leo Kylo undertook the first comprehensive overview of Canadian governmental leisure services in a study published in 1974 entitled Federal-Provincial Responsibilities for Leisure Services in Alberta and Ontario. That effort examined the full scope of leisure-related services of the two senior levels of government and was, due to financial and time constraints, focussed on the provinces of Alberta and Ontario. Following more than a decade of increasing interest in governmental leisure services during which time several sectoral studies had been completed (natural resources and leisure, national parks, outdoor recreation, federal recreation, research responsibilities), the 1974 study set out to assess the scale and nature of governmental involvement in a full range of leisure services and also to examine the relationships between the services offered by the two senior levels of government.

Since 1974 continuing interest has been focussed upon governmental leisure services both within and outside of government. A number of other provinces have undertaken similar comprehensive overviews of their leisure services and the province of Alberta has updated and expanded its information. Some non-governmental organizations have also attempted to comprehensively assess the delivery of leisure services, both governmental and non-governmental (Alberta Recreation and Parks Association, 1979). Within governments as well, the study has spurred further examination of the nature and scale of leisure services. Some, while they may have been more detailed, have been of a sectoral and not a comprehensive nature. For example, cultural aspects were omitted from the Government of Canada's Report of the Ad Hoc Steering Committee for the Federal Initiative on Recreation, Parks and Tourism (1978).



Since the 1974 study the financial and political climate of Canada has changed dramatically and one might expect a corresponding change in the delivery of leisure services. The earlier study came at the end of the mid-century economic boom when governments and citizens were still expansionary in their attitudes. Inflation and energy shortages were just coming into the public consciousness and the majority of governmental agencies investigated were anticipating an expansion of services either through an increase in existing services or through developing new initiatives.

### The Purpose of the Study

The present research effort will examine the federal government's leisure involvement and has been prompted by three intentions:

- to update the federal component of the earlier work by assembling a current reference book for the use of the federal government and its clientele or contacts and to assemble files for use in the Fitness and Amateur Sport Recreation Information Unit.
- to examine the changes that have taken place since 1974 and comment, where appropriate, on the reasons for those changes, whether they be from changing political fortunes or from adjustments to the delivery system.
- to extend the earlier study by including in the data assembly an examination of financial information and manpower requirements.

The study has been designed to parallel the 1974 research thereby providing longitudinal data and allowing comparison between the previous situation and the present. Thus, the definition of leisure services from the earlier work is used. Leisure is defined as any activity freely carried out during unobligated time. Also, corresponding to the earlier work, leisure activities have been grouped into five broad categories: outdoor activities in parks and outdoor recreation areas; sports and physical recreation activities; artistic, cultural and heritage pursuits; social activities; and tourism and travel.



While this definition and these categories are broad, they have been found useful for the task at hand as they provide sufficient breadth for a worthwhile assessment of governmental involvement. However, the interpretation of whether a government responsibility or service is of a leisure nature requires further clarification. The service or responsibility has been accepted as a leisure service if a direct link can be made to a leisure activity. For example, the services of Health and Welfare Canada that improve the general health of Canadians may indirectly improve their leisure experiences but these are not included. Nor are the taxation responsibilities of Revenue Canada even though a portion of the tax revenue finds its way into leisure programs of the government. On the other hand, the product testing services of Consumer and Corporate Affairs often investigate the safety of sporting equipment and are therefore included. Similarly, the Privy Council Office is involved in preparing and assessing government policy including leisure related policies; thus it is included.

### The Political Climate and Leisure Services

As identified in the 1974 study, governmental leisure services have expanded dramatically over the past three decades. While the range and scope of services has been very broad, and the stimulus for the initiation of services has been thematic, the development of the services was sectoral and fragmented. Over the years senior governmental leisure services have been identified with a number of themes: the 1950s theme was physical fitness, youth appeared in the early 1960s, the late 1960s and early 1970s concentrated on culturalism and multiculturalism and physical fitness reappeared in the late 1970s. In spite of the thematic approach to leisure services, there is still a need to co-ordinate services within or between governments and to rationalize the services, policies and delivery systems.

It has been seven years since the previous study. The expansionary economic environment has been replaced by one of high inflation and unemployment rates. Predictably federal government priorities have

changed and one could expect a change in the themes under which leisure services are advanced. In addition to an overall policy of fiscal restraint, there has been a stated shift away from social programs in favour of economic development. The 1981-82 federal fiscal estimates (Government of Canada, 1981) reveal this point. Overall federal spending will be increased by 12.8% over the previous fiscal year, but departments in the economic development envelope (a grouping for expenditure planning) will receive an average increase of 20.5%. Most leisure-oriented federal departments are included in the social affairs envelope (see Appendix 4) where the average increase will be only 11% (which represents a slight decline in real resources). A second and related aspect of the current environment has developed from the rise in stature of the Auditor General who has emphasized evaluation of all programs to ensure "value for money". Although it has been argued that "value for money" is a motherhood statement and dependent on whose "values" are used to assess program expenditures (Doern, 1980), federal departments may become defensive.

One could expect that the environment has forced many line departments, including those which provide leisure services, toward retrenchment. The desire for wider jurisdiction and mandate has no doubt been supplanted by a need to protect existing programs from budget cuts. Part of the defence might be to justify leisure programs on different grounds. For example, one representative of the Department of Agriculture went to great lengths to explain that the Experimental Farm in Ottawa is just that and not a park. This will no doubt surprise the thousands of people who use it every year. Even departments with a primary leisure mandate may be tempted to justify their programs on economic development grounds. Parks Canada often promotes its programs in terms of job creation for local areas and even improvements in the balance of payments (by attracting foreign tourists).

Finally, a department may try to increase its internal bargaining power by funding voluntary associations which can in turn act as a political voice for its programs. Direct substantiation of the existence of this strategy would be practically impossible but the possibility of a

symbiotic relationship is particularly available to leisure oriented departments, given the proliferation of voluntary organizations in culture and sport. An increase in programs aimed at special groups would be consistent with this hypothesis.

One additional aspect of the new political and fiscal environment concerns federal-provincial relations. During the late 1970s the desire of the federal government to tread softly on provincial jurisdictions has become well known. This would lead to a prediction of fewer federal programs where they obviously overlap provincial jurisdictions and greater intergovernmental coordination. However, the issue has become clouded by the emergence of an additional federal government priority. Bruce Doern (1981) has argued that the new Liberal government strategy is for high federal profile in program delivery, even to the extent of providing programs directly to the public. If this view affects leisure policy we would expect a proliferation of programs (despite government restraint) with more duplication and less consultation. The net result of these conflicting forces cannot be predicted.

### The Report Format

In an attempt to make this study consistent with the 1974 study we have adopted the entire methodology of content analysis, supplemented by financial and staffing data where possible. The methodology is explained in Chapter 2. The results of this analysis, including comparisons with the earlier study, are presented in Chapter 3. Chapter 4 briefly summarizes observations which can be made based on the study. A number of summary tables from the early study are included in the Appendices to Part I. Part II of this report contains the individual department summaries.





## CHAPTER 2

### RESEARCH METHODOLOGY

#### Approach and Methods of Study

This chapter develops the methodology which will be used to identify changes in the quantity and quality of leisure services provided by federal agencies between 1974 and the present. We have virtually duplicated the research methodology of the earlier study to enhance comparability. Nonetheless, there are some minor differences which should be noted.

#### Differences Between the 1974 and 1981 Studies

The original study only examined federal agencies which directly impacted on the governments and/or populations of Alberta and Ontario. The scope of the current study is broader, looking at federal impacts on any Canadians. Practically this means that the leisure services of the Northwest Territories and Yukon governments are included.

Both studies have generally ignored the provision of leisure services by federal agencies to their own employees. Although such services were the exception in 1974, many programs have now been organized focusing mainly on fitness programs, on a user pay basis.

Perhaps the greatest difference between the two studies is that the present study provides a comparison within one level of government over a seven-year span while the earlier study provided a comparison between two levels of government at a set time. The present study allows a dynamic analysis of the federal government while the previous work presented a static inter-governmental comparison. The evolution at the federal level is expected to provide many interesting results and it would be a distinct advantage to be able to analyze the inter-governmental dynamics

as well. This, of course, will not be possible; all that can be accomplished is a glimpse of the present inter-governmental situation as seen from the federal side alone.

### Study Objectives and Approach

The following objectives have guided this study:

1. To compile a current inventory of direct and indirect leisure services provided by each department and agency of the federal government including, where possible, financial and manpower data;
2. To examine the nature, scope and orientation of these services;
3. To identify the problems and difficulties in the delivery of federal leisure services including, where possible, conflicts between agencies and gaps in services;
4. To assess the changes that have taken place since 1974 including, where possible, a comparison of earlier financial conditions;
5. To examine, as far as possible, the dynamics of intragovernmental and intergovernmental coordination and consultation over the seven-year span; and
6. To present observations and conclusions respecting the delivery of federal leisure services, particularly with regard to the changing financial and political climate.

The approach to the present study has been purposely similar to the 1974 work with the addition of financial and staffing data. The methods of analysis from the earlier report follow. The objectives were approached by a series of specific questions relating to: the department's mandate for involvement in the provision of leisure services; the different types of involvement; the trends that have been, and are, evident in the development of these services; the orientation of the services; the department's inclination towards its leisure services



generally; the clients towards whom the services are directed; the types of mechanisms that the department employs for consultation and coordination with other departments and agencies (i.e. intragovernmental relations); and, finally, the department's participation, if any, in intergovernmental liaison and coordination activities. These specific questions are outlined briefly in the following paragraphs.

Departmental mandate: What is the basis for the department's involvement in the provision of leisure services? Three kinds of mandate were identified: primary, secondary and tertiary.

A primary mandate is one whereby a department or agency is specifically required to provide a leisure service or to assume a particular responsibility for a leisure service.

A secondary mandate is one whereby a department or agency is specifically permitted, though not required, to provide a leisure service or to assume a particular responsibility for a leisure service.

A tertiary mandate is one whereby a department or agency is able to provide a leisure service or to assume a particular responsibility for a leisure service by means of its being required to undertake another (non-leisure) function. Though the department is not required or explicitly permitted to provide a leisure service, neither is it prohibited from doing so, as long as the leisure service relates to its given functions.

Parks Canada, for example, has a primary mandate, since it is specifically required by the National Parks Act to provide and maintain natural areas for the enjoyment of Canadians. The Department of Regional Economic Expansion, in contrast, has a secondary mandate since it is permitted to assist recreation enterprises in disadvantaged areas at its own discretion. The Department of Consumer and Corporate Affairs, however, is involved in the testing of leisure products under the authority of consumer protection legislation which makes no mention of leisure and is therefore a tertiary mandate.

In this regard, it is also necessary to distinguish the principal and minor leisure services of a department or agency; for these may not be related to types of mandate in a predictable fashion. It is possible, for example, for a department to provide its principal leisure services under a secondary or tertiary mandate, while offering minor services under a primary mandate. The Department of Agriculture is a case in point. The Department is responsible for the supervision of horse racing by virtue of a primary mandate; but this is one of its minor leisure functions. Its principal leisure services - support for exhibitions, fairs, 4-H clubs and women's organizations and financial assistance to community centres - operate through a tertiary mandate (its responsibility for enhancing the viability of agricultural and rural communities).

The principal leisure services then are those to which the department or agency appears to give greatest priority. The minor services are those which have relatively low priority. In a few instances, there have been difficulties in distinguishing whether a particular service is a principal or minor one; but, for the most part, the distinction has been easy to make.

Types of involvement: What is the nature of each department's involvement in leisure services? Is the involvement primarily in the form of direct provision of leisure areas, facilities and programs to the general public? Or is it exclusively a coordinating role? In fact, what types of leisure services do departments provide?

Eleven categories of leisure services were identified during the study. They are: licensing and regulation; direct provision of leisure areas and facilities; direct provision of leisure programs; training and education programs; safety and protection for persons engaged in leisure activities; financial support for individuals, organizations and other governments; policy development; research; planning; co-ordination; and the dissemination of information.

Furthermore, an attempt was made, in examining each department's services in relation to these categories, to identify whether the services are a potential or an established function and, in the latter

case, whether they are actively or marginally utilized. The latter distinction was based upon a necessarily subjective assessment of the relationship between the degree of utilization of a service and the capacity to utilize it.

Orientation: What is the orientation of each department's leisure services? How do they relate, if at all, to the five broad categories of leisure activity outlined in Chapter 1? Are they primarily national, provincial, regional, urban or rural in direction?

Clients: At whom does the department direct its leisure services; other governmental departments and agencies, special groups, the general public?

Departmental Inclination: What is the inclination of each department in the conduct of its leisure services? Do its services support those of other agencies? Does the department initiate actions or merely respond to the initiatives of others? Does the department exercise any control functions?

Financial Conditions: What is the current level of financing and manpower commitment of departmental services devoted to leisure? How does this compare to 1973-74 levels in real terms (abstracting inflationary increases)?

Trends: What trends have been and are evident in the development of each department's leisure services? Is the involvement increasing or decreasing in scale? Is it taking new directions? What future trends are expected by the department?

Intragovernmental Relationships: What provisions are made, if any, for consultation and coordination of services within the federal government? What mechanisms exist for encouraging consultation and coordination and are they effective?

Intergovernmental Relationships: What provisions are made, if any, for consultation, liaison and coordination between levels of government? What mechanisms exist for effecting this and how well do they operate?

Changes since 1974: What changes in programs and services have taken place since 1974? Have these been influenced by changing political or social attitudes?



## Methods and Sources

The information required to answer these questions was obtained from a wide array of sources. The study commenced with a review of the 1974 report and listed the departments and agencies for which information would be sought.

Each department or agency involved was then identified by reference to legislation and departmental regulations, program and service descriptions, budget information, policy statements and speeches, annual reports and departmental publications, and conference papers and seminar transcripts. References used are identified in individual department summaries (Part II of this report).

What was undertaken was, essentially, a content analysis of this material. Each document was examined in light of the set of questions previously formulated (and outlined above). Keywords were identified (for example, "coordination", "rural", "ethnic groups" and "task force"). Particular care was taken to distinguish between statements of intent and accounts of ongoing activities. Details of the financial and manpower conditions of each department were analyzed to determine what proportion of the total budget was the leisure services component. In some cases no breakdown was possible and budget figures have been omitted.

The documentary material was supplemented and refined by means of interviews with federal departmental and agency representatives. Some interviews took the form of pointed question-and-answer sessions, while others were long and unstructured discussions covering many aspects of leisure involvement, governmental responsibilities and departmental interests. Telephone conversations were held with particular individuals, when interviews were considered to be unnecessary or difficult to arrange. The federal departmental representatives generally occupied middle level management positions.

## CHAPTER 3

### ANALYSIS OF FEDERAL LEISURE SERVICES

#### Introduction

As was pointed out in the 1974 study, a majority of federal departments and agencies have responsibility for some form of leisure services and, as will be described in this chapter, the scope and nature of those services are subject to changes in the political and financial climate. Since 1974 a number of changes in government structure and orientation have come about. The result is that a refinement in the definition of a department or agency and a different organization system are felt to be necessary.

In the previous study an agency was included if its mandate required it to report directly to a minister or through a government department. This condition will also apply in this study; thus the Canada Council is included as an agency as it reports directly to the Minister of Communications. However, the Canadian Council on Social Development (which receives a substantial grant from the federal government) will not be included as it has no distinct responsibility to the federal government.

Further, a division of department services into two "agencies" has been accepted if the program or service line has been distinctly different or if the volume of service has been high. This approach allows a direct comparison with the former study. Consequently, we have considered Parks Canada and the remaining programs of Environment Canada to be separate agencies; the Canadian Government Office of Tourism and the remaining services of Industry, Trade and Commerce to be separate agencies; and Fitness and Amateur Sport to be an agency apart from Labour.

The Agencies which may report to one minister but which have a separate reporting line or serve an autonomous function have been accepted as separate agencies (e.g. Canada Council, Canadian Broadcasting

Corporation, Canadian Film Development Corporation, National Film Board all report to the Minister of Communications). However, we have omitted those separate agencies which have only a limited and indirect influence on leisure services. Those eliminated include: the National Energy Board, which has an indirect influence on leisure through energy policy; and the Medical Research Council and the Social Sciences and Humanities Research Council, both of which administer grants which may have partial leisure implications. In the earlier study, the National Energy Board and Medical Research Council were included as agencies while the Social Sciences and Humanities Research Council was part of the Canada Council.

Because of a large number of changes to the organizational structure of the federal government, we feel that a continuation of the previous listing system following reporting lines to the various ministers will only be confusing (see Appendix 4 for reporting relationships of all agencies included). Therefore, the various departments and agencies will be listed alphabetically using commonly recognized functional names. The formal titles, Department of, Ministry of and Minister of State for, have been omitted. Also, the most recent official name has been used, for example, the new title Employment and Immigration in place of the former name Manpower and Immigration.

### Leisure Service Involvement

A large number of changes in government structure and administration have taken place since 1974. The most significant of these are listed below:

#### Service Transfers

- Parks Canada to Environment Canada
- Fisheries from Environment to Fisheries and Oceans
- Fitness and Amateur Sport to Labour
- Canada Mortgage and Housing Corporation to the Minister of Public Works



Service Additions  
due to Expanded  
Geographical Focus  
(not limited to Alberta  
and Ontario)

- National Capital Commission to the  
Minister of Public Works
- Arts and Culture to Communications
- Government of the Yukon
- Government of the Northwest Territories

Service Additions  
due to Expanded  
Responsibilities of  
Former Departments

- Auditor General expanded responsibility for comprehensive evaluation
- Supply and Services responsible for publications and expositions
- Privy Council responsible for federal/provincial relations

New Agencies

- Fisheries and Oceans
- Via Rail Canada
- Bank of Canada
- Ministry of State for Small Business
- Export Development Corporation
- Ministry of State for Economic Development
- Ministry of State for Social Development
- Teleglobe Canada

Agencies Eliminated

- Information Canada terminated. Services assumed by Supply and Services.
- Fisheries Research Board terminated. Research now in Fisheries and Oceans.
- Defence Research Board terminated. Research now in National Defence.
- Prairie Farm Rehabilitation Act terminated. Responsibilities transferred to Regional Economic Expansion.

- Canadian Council on Rural Development terminated.
- Company of Young Canadians terminated.
- Ministry of State for Urban Affairs terminated.
- Historic Sites and Monuments Board
- Veterans' Land Act

At present 68 departments and agencies are engaged in or responsible for leisure services compared to 66 (or if the National Energy Board and Medical Research Council are subtracted, 64) in 1974. While an increase in the number of agencies would not be anticipated during times of financial restraint, the increase is actually due to additions of agencies in two specific areas - policy co-ordination/budget control and business development. While twelve agencies have been eliminated, two have been added due to expanded geography, three have been added due to expanded responsibilities and nine new agencies have been included. Increased government emphasis on economic growth and support for private enterprise can account for five of the additions while four can be attributed to increased government emphasis on service coordination, policy integration and improved financial accountability. Two of these, the Ministries of State for Economic Development and Social Development are new coordination and policy devices while the Privy Council and Auditor General have now increased their policy, co-ordination and budget control responsibilities to make them a serious force in the leisure service field.

#### Federal Leisure Service Mandates

Of the 68 federal departments and agencies which are presently involved in leisure services, fifteen offer their principal services under primary mandates (required), eight through secondary mandates (permitted) and forty-five offer services through tertiary mandates which

make no mention of leisure services (see Table 1). There are now two less agencies involved through primary mandates and two more through tertiary compared to 1974. Secondary mandates for principal services have increased by two reflecting the addition of the Yukon and Northwest Territories Governments to the study. Also, these additions account for the increase in minor services offered through primary mandates.

In spite of the federal government's policy that leisure (recreation) services will generally be in response to other, non-leisure responsibilities, it remains evident that many direct and required services are provided. Further, three times as many agencies act through tertiary mandates which relate to other non-leisure responsibilities. While this may be in keeping with the recreation policy, it detracts markedly from the government's ability to coordinate service and to maintain efficiency, another federal policy. If the volume of service provided through primary or tertiary mandates was small, one of the two objectives could be achieved. Thus, an attempt to assess the volume of service is warranted.

### Financial Aspects of Leisure Services

To better understand the degree of federal government involvement, we have attempted to obtain estimates of the 1980-81 financial and staffing requirements for various agencies studied. The source of practically all the data was the Federal Estimates 1980-81 (1980). When breakdowns in the Estimates were unavailable, financial data was obtained from the agency's Annual Report and therefore referred to the previous fiscal year.

The two summary statistics included on Table 1 are total cost of leisure program, and authorized person-years for 1980-81 fiscal year. The person-years are straightforward, being the number of full-time equivalent employees that a department or agency can employ. The cost variable is defined as the total expenditures of a department on leisure-related services less any revenues generated or special funds



TABLE 1

ASPECTS OF THE PROVISION OF FEDERAL LEISURE SERVICES

LEGEND: P = Principal leisure service of department/agency  
M = Minor leisure service of department/agency

Department/Agency	Mandate			Estimated Total Cost of Leisure Program for 1980-81 Fiscal Year (\$000s)(1)	Total Person Years Required 1980-81(1)
	Primary	Secondary	Tertiary		
Agriculture Canada	M	M	P	\$2,542*	92
Air Canada			P	-11,082 <sup>2</sup>	4561
Auditor General		P	P	NA	NA
Bank of Canada			P	75 <sup>2</sup>	NA
Canada Council	P	M		44,012*	215
Canada Mortgage & Housing Corporation			P	NA	NA
Canadian Broad- casting Corporation	P			577,462*	12,232
Canadian Film Develop- ment Corporation	P			4,093*	22
Canadian Government Office of Tourism	P			31,010*	302
Canadian National			P	450 <sup>2</sup>	334
Canadian Penitentiary Service		P	M	14,253	216
Canadian Radio Tele- vision and Telecom- munications Commission	P			6,217*	431
Canadian Transport Commission			P	57,049	90
Communications	P			204,418*	1,357
Consumer & Corporate Affairs			P	NA	NA

TABLE 1 CONTINUED

	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>	<u>Expenditures \$000s</u>	<u>Person Years</u>
Crown Assets Disposal Corporation			P	NA	NA
Economic Council of Canada			P	NA	NA
Economic Development		P		NA	NA
Employment & Immigration			P	36,046	77
Energy, Mines & Resources			P	13,999	461
Environment	M	M	P	16,403	349
Export Development Corporation			P	NA	NA
External Affairs			P	17,406	252
Farm Credit Corporation		P		NA	NA
Federal Business Development Bank		P		4,555	93
Finance			P	650,000 <sup>3</sup>	NA
Fisheries & Oceans	M	M	P	13,605	1
Fitness & Amateur Sport	P			28,804*	110
Government of North-West Territories	M	P	M	14,723 <sup>2</sup>	NA
Government of Yukon	M	P	M	6,280 <sup>2</sup>	NA
Indian Affairs and Northern Development	M	P	M	22,446	NA
Industry, Trade & Commerce			P	NA	4

TABLE 1 CONTINUED

	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>	<u>Expenditures \$000s</u>	<u>Person Years</u>
International Joint Commission			P	2,088*	45
Justice			P	NA	NA
Labour			P	NA	NA
Multiculturalism	P			21,287*	37
National Arts Centre Corporation	P			10,913*	384
National Capital Commission	P			22,450	474
National Defence	M	M	P	NA	NA
National Design Council			P	NA	NA
National Film Board	P			40,314*	1,123
National Harbours Board			P	NA	6
National Health & Welfare		M	P	14,550	84
National Library	P			21,160*	500
National Museums of Canada	P			60,161*	1,006
National Research Council of Canada			P	NA	NA
Parks Canada	P			220,455*	5,175
Post Office			P	59,911	12,254
Privy Council			P	NA	NA
Public Archives			P	12,096	322



TABLE 1 CONTINUED

	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>	<u>Expenditures \$000s</u>	<u>Person Years</u>
Public Works		M	P	NA	NA
Regional Economic Expansion		M	P	49,399	204
Royal Canadian Mint			P	NA	NA
Royal Canadian Mounted Police	M	M	P	NA	NA
St. Lawrence Seaway Authority		M	P	NA	NA
Science & Technology			P	NA	NA
Science Council of Canada			P	NA	NA
Secretary of State <sup>4</sup>	P	M		33,121	35
Small Business		P		NA	NA
Social Development			P	149	3
Solicitor General			P	NA	NA
Statistics Canada				3,000	105
Supply & Services		M	P	NA	NA
Teleglobe Canada				-3,600 <sup>2</sup>	129
Transport Canada	M	M	P	63,634	2,390
Treasury Board			P	NA	NA
Veterans' Affairs		P		NA	NA
Via Rail Canada Inc.			P	-211 <sup>2</sup>	2000

1981

## All Departments/Agencies

- Principal Services	15	8	45	\$2,385,643	47,475
- Minor Services	9	13	4		

1974

## All Departments/Agencies

- Principal Services	17	6	43	NA	NA
- Minor Services	6	14	5		

\* Agency data is not based on any assumptions of leisure-related proportion of services.

Sources: Federal Estimates 1980-81, and information contained in departmental summaries (Part II).

1. For an explanation of specific financial resource estimates see individual departmental summaries. In all cases, the data do not include supplementary estimates, if any, for the 1980-81 fiscal year.

2. Data refers to the 1979-80 fiscal year.

3. Represents the value of leisure related tax expenditures.

4. Does not include information about the Arts and Culture branch which is now part of Communications.

received plus the value of services provided free by other federal agencies. For example, the Parks Canada figure of \$220,455,000 includes a \$3,341,000 cost for accommodation although no rent is actually paid to the Department of Public Works, but is net of \$13,260,000 in permit and license fees paid by users of National Parks.

The resulting measure provides a truer picture of federal government resource commitments to leisure than merely looking at expenditures. It was not possible to apportion departmental revenues and/or service costs for all agencies. In those cases, we have reverted to presenting departmental expenditure.

The overall quality of the resource statistics varies greatly among departments but generally fall into three categories. First, there were departments which had such tangential relationships to leisure, that attributing a portion of available data to leisure was impossible (ie., Royal Canadian Mounted Police, Supply and Service). About 40% of the 68 departments studied fall into the "Not Available" category. About 20% of the departments have complete and accurate resource information. These data do not require making any assumptions and can be obtained directly from the Estimates. All such agencies have an asterisk (\*) following their total program cost (ie., C.B.C., Fitness and Amateur Sport). For the remaining 40% of departments, the resource estimates are based on assumptions about the proportion of a department's services which are leisure related. For example, Air Canada estimates that 30% of its passengers are travelling for leisure-related reasons (tourism, visiting relatives, etc.). We therefore apportioned 30% of airport service costs (and personnel) provided by Transport Canada to leisure.

We have tried to make reasonable assumptions, but no doubt readers will quarrel with some. Specific assumptions can be found at the end of each agency summary in Part II. Overall, if we have erred, it has been to understate the government's financial involvement. We hope that whatever dubious numbers exist in the present study will serve as a catalyst to other researchers and to the agencies themselves to provide better data in the future.

The total resource requirements for the 40 departments with data available are \$2.386 billion and 47,475 person-years. These values correspond to about 4% of federal government expenditures and 13.5% of federal authorized person-years. Of the total documented expenditure about 40% is by agencies whose principal services are through primary mandates while nearly 35% is by agencies whose principal services are through tertiary mandates (includes revenue foregone by Finance). Only a small expenditure is by agencies providing principal services through secondary mandates.

Agencies required to provide leisure services, those with a primary mandate, will spend in excess of one billion dollars in 1981-82. On the other hand, agencies which operate through tertiary mandates will account for more than .8 billion dollars, not at all a small sum when one considers the possibilities of coordination and efficiency problems that are likely to result from leisure services being offered by agencies with non-leisure objectives.

Even if the territorial governments, profit-oriented crown corporations and tax expenditures are excluded, leisure services still constitute 3% of total spending and 11.5% of person-years. Thus the person-year commitment to leisure-related programs is substantially greater than the expenditure commitment (relative to all federal programs). Three possible explanations of the divergence in resource usage are listed below:

- (1) Provision of leisure programs may be inherently more labour intensive than typical federal programs.
- (2) The federal government may be more directly involved in providing leisure than other programs; ie. the government is less likely to act as a conduit giving grants to other jurisdictions or the private sector who in turn provide the leisure service.
- (3) There may be too many administrators of leisure-related programs.

These explanations are not mutually exclusive but cannot be tested here. They are presented as possible areas of future research.



To supplement the snapshot of federal resource commitment to leisure service presented in Table 1, we have developed financial and staffing statistics for two earlier points in time, the 1973-74 and 1976-77 fiscal years. Given the difficulty of retrospective program comparisons, we have limited the sample to clearly identifiable leisure components of departments where data could be obtained without making any apportionment assumptions. As a result, neither the Post Office nor Air Canada were included because it was considered likely that the percentages of leisure mail and leisure air travel have changed over the past 8 years. The resulting sample contains 15 cases (entire agencies or only part of the agencies' programs), and represents about half of the 1980-81 leisure expenditures and person-years identified in Table 1. Nonetheless, we feel the sample represents a good cross-section of leisure services from culture (ie., National Arts Centre) to physical recreation (ie., Fitness and Amateur Sport) to tourism (ie., Canadian Government Office of Tourism). Given the impact of inflation during the 1970's we have tried to isolate trends in real resources (not nominal changes). All program expenditures have therefore been converted to 1974 equivalent dollars by dividing 1976-77 and 1980-81 figures by the appropriate government expenditure deflator. No such adjustment is necessary for person-years which directly measures real resource requirements.

The most apparent conclusion to be drawn from Table 2 is that the federal commitment to leisure services has increased significantly in real terms since the 1974 study. The average agency experienced increases of 12% of real expenditures and 24% in person-years for leisure-related programs between the 1973-74 and 1980-81 fiscal years. Two-thirds of the agencies received more than a 15% increase in both real expenditure and person-years. Only the Canadian Government Office of Tourism and the National Film Board were worse off in 1980-81 than 1974-75 with respect to real expenditure and personnel. On the surface, government restraint appears to have spared leisure programs. Actually this is not the case. Breaking the 1973-1981 period in half by including real resource estimates for the 1976-77 fiscal year, we see a distinct pattern: rapid resource growth between 1973-74 and 1976-77 and little or

TABLE 2

FINANCIAL AND MANPOWER REQUIREMENTS FOR SELECTED LEISURE  
SERVICE COMPONENTS OF FEDERAL AGENCIES:  
1973-74, 1976-77, and 1980-81 FISCAL YEARS

	Total Cost of Program in \$1,000's of 1974 Dollars(1)			Annual Average Percentage Change in Total Cost (1974\$)		Total Person Years Authorized (PY)		Annual Average Percentage Change in PY		
	1973-74	1976-77	1980-81	1973-76	1976-1980	1973-74	1976-77	1980-81	1973-1976	1976-1980
Agriculture (Racing Supervision Only)	\$ -61	\$ -418	\$ 219	--	--	50	70	92	13.3%	7.9%
Canada Council (Arts Only)(2)	19201	23805	22525	8.0%	-1.3%		NOT COMPARABLE		--	--
Canadian Broadcasting Corp.	232797	272399	267732	5.7	-0.4	9795	11428	12232	5.6	1.8
Canadian Film Development Corp.	399	2618	1898	185.4	-6.9	15	22	22	15.6	0.0
Canadian Govt. Office of Tourism	22190	15716	14384	-9.7	-2.1	369	341	302	-1.6	-2.9
Communications (Mgmt. of Radio Frequencies Only)(2)	10063	12701	12803	8.7	0.2	638	596	963	18.7	-0.8
Fitness and Amateur Sport	12122	20293	13354	22.5	-8.5	174	110	110	-12.3	0.0
National Arts Centre Corp.	4227	5551	5060	10.4	-2.2	279	382	384	12.3	0.1
National Capital Commission	8565	9556	8707	3.9	-2.2	400	411	423	0.9	0.7
(Recreation & Culture Only)(2)										
National Film Board (Incl. Photography)	20630	19906	18691	-1.2	-1.6	1051	1017	9983	-1.1	-0.5
National Library	8122	5194	9815	4.4	1.7	413	490	500	6.2	0.5
National Museums of Canada	32540	30923	27906	-1.7	-2.4	672	997	1006	16.1	0.2
Parks Canada	86609	97318	102211	4.1	1.3	4169	4961	5175	4.7	1.1
Public Archives (Archives Branch Only) (2)	2652	3457	4590	10.1	8.2	175	260	266	16.2	0.6
Secretary of State (Arts and Culture Only)(4)	5386	6374	95325	6.1	12.4	42	44	69	1.2	8.5
TOTALS	\$465442	\$529811	\$519427	4.6%	-0.5%	18242	21529	22532	6.0%	1.2%

Sources: Government of Canada Estimates 1973-74/1976-77, 1980-81.

Sources: Government of Canada Estimates 1973-74, 1976-77, 1980-81.

## NOTES

- 1) Current dollars are transformed into 1974 constant dollars by dividing by the appropriate Government Expenditure Deflator. To obtain 1976-77 current \$ expenditures multiply by 1.53; for 1980-81 current \$ expenditures multiply by 2.16. All program cost data are net of revenue collected by the agency unless otherwise noted.
- 2) Figures do not net out revenue as a breakdown for agency revenues was unavailable.
- 3) Excludes 125 PY added to substitute for services previously provided on a contract basis.
- 4) Arts and Culture Branch was transferred to Communications in August 1980.
- 5) This figure excludes \$146,300 of postal services provided free to the department. These mailing costs are of an extraordinary nature.

no resource growth after 1976-77. The average agency received real expenditure increases of 4.6% annually between 1973-74 and 1976-77, then experienced decreases of .5% annually. Person-year changes follow a similar pattern: 6% average annual increases until 1976-77 and 1.2% increases thereafter. This pattern generally compares with overall federal spending trends as follows: 17.7% of real expenditure annual increases until 1976, 1.6% thereafter (using the same deflators); 4.0% person-year increases annually until 1976, .2% increases after 1976. On balance, leisure programs have received smaller expenditure increases and larger person-year increases than federal government programs overall.

### Types of Involvement

The nature of current federal agency involvement in leisure services is shown in Table 3. Compared to 1974 (details in Appendix Table 2), an increased number of agencies are now involved in each type of service with the most dramatic increases in the licensing/regulation, areas/facilities, programs and safety/protection categories. These increases bring into somewhat more of a balance the number of agencies involved in each category than in 1974 with licensing/regulation now including 31% of all agencies (21% in 1974) and information services now offered by 94% (81% in 1974).

During times of financial restraint, one could expect to see decreasing numbers of federal agencies to be involved in leisure services especially when government policy states a peripheral responsibility. Such was not the case. While many of those expanded services were likely established earlier in the decade, few appear to have been dropped during the belt-tightening in the late 1970's. Instead, services expanded since 1974 are most evident in those areas which are highly visible including the provision of areas and facilities, direct programs to the public, financial support and licensing. On the other hand, the number of agencies having potential services, those services developed but not yet established, is dramatically reduced from 1974. This is to be expected during such times.

TABLE 3  
TYPES OF FEDERAL LEISURE SERVICES

LEGEND: P = Potential Service  
EA = Established Service Actively Utilized  
EM = Established Service Marginally Utilized

Department/Agency	TYPES OF LEISURE SERVICES										Information
	Licensing/ Regulation	Areas/ Facilities	Programs	Training/ Education	Safety/ Protection	Financial Support	Policy Development	Research	Planning	Coordination	
Agriculture	EA	EA	EA		EA	EA		EA	EM		EM
Air Canada		EA	EA			EM	EA	EA	EM	EA	EA
Auditor General							EA		EA	EA	EM
Bank of Canada		EA	EA	EA							EA
Canada Council		EA	EA	EA		EA	EA	EA	EA	EA	EA
Canada Mortgage & Housing Corporation	EA			EA	EA	EA	EA	EA	EA		EA
Canadian Broadcasting Corporation			EA	EA			EA	EA			EA
Canadian Film Development Corporation				EA		EA	EA			EA	EA
Canadian Government Office of Tourism				EA		EA	EA	EA	EA	EA	EA
Canadian National		EA			EM		EM		EM		EA
Canadian Penitentiary Service		EA	EA	EA	EA	EA			EA	EA	EA
Canadian Radio/Tele- vision and Telecommuni- cations Commission	EA						EA	EM			EM
Canadian Transport Commission	EA				EA	EA	EM	EA		EA	EA







TABLE 3 CONTINUED

	<u>Licensing/ Regulation</u>	<u>Areas/ Facilities</u>	<u>Programs</u>	<u>Training/ Education</u>	<u>Safety/ Protection</u>	<u>Financial Support</u>	<u>Policy Development</u>	<u>Research</u>	<u>Planning</u>	<u>Coordination</u>	<u>Information</u>
National Library		EM	EA	EA			EM	EM		EA	EA
National Museums of Canada		EA	EA	EA		EA	EA	EA	EA	EA	EA
National Research Council of Canada				EM				EA	EA		EA
Parks Canada	EA	EA	EA	EA	EA	EA	EA	EA	EA	EA	EA
Post Office		EA	EA								EA
Privy Council							EM			EA	EM
Public Archives			EA	EA				EA		EA	EA
Public Works		EA			EA		EA	EM	EA	EA	EA
Regional Economic Expansion						EA	EA	EM	EA	EA	EM
Royal Canadian Mint		EA	EA							EM	EA
Royal Canadian Mounted Police	EA	EA	EA	EA	EA	EM				EA	EA
St. Lawrence Seaway Authority	EA	EA	EA		EA						EA
Science & Technology				P		EA	EA	EA		EA	EA
Science Council of Canada						EM	EA	EA		EA	EA
Secretary of State			EA	EA		EA	EA	EA	EA	EA	EA
Small Business				EA		EA	EA		EA	EA	EA
Social Development						EM	EA	EA	EA	EA	EA

TABLE 3 CONTINUED

	Licensing/ Regulation	Areas/ Facilities	Programs	Training/ Education	Safety/ Protection	Financial Support	Policy Development	Research	Planning	Coordi- nation	Informa- tion
Solicitor General							EA	EA	EM	EA	EM
Statistics Canada								EA	EA	EM	EA
Supply & Services			EA				EM	EM		EA	EA
Teleglobe Canada		EA	EA				EA	EA		EA	EA
Transport	EA	EA		EA	EA	EA	EA	EA	EA	EA	EA
Treasury Board								P	EM	EM	EM
Veterans' Affairs		EA	EA			EA					EM
Via Rail Canada Inc.		EA			EM		EA	EA	EA	EA	EA
<u>1981</u>											
Number of Departments/ Agencies Involved	21	29	32	32	23	37	49	45	38	49	64
% of Total (68)	31%	43%	47%	47%	33%	54%	72%	66%	56%	72%	94%
<u>1974</u>											
Number of Departments/ Agencies Involved	14	20	22	27	17	31	41	41	34	39	53
% of Total (66)	21%	30%	33%	41%	26%	47%	62%	62%	52%	59%	81%
% Increase in Number of Agencies 1974-1981	<u>50%</u>	<u>45%</u>	<u>45%</u>	<u>19%</u>	<u>35%</u>	<u>19%</u>	<u>20%</u>	<u>10%</u>	<u>12%</u>	<u>26%</u>	<u>21%</u>



Another type of involvement which could be anticipated to result from budgetary restraint is increased effort at coordination. Since 1974, a further 26% of all federal agencies providing leisure services engage in coordination activity. Much of this increase has arisen from the government's initiatives to improve efficiency, such as the establishment of the Social Affairs and Economic Development envelopes and the expanded efforts of the Auditor General and Privy Council. However, some has resulted from increases in government activity, particularly in the communications field.

Other activities which could also be expected to have expanded since 1974 are those which "promote efficiency and effective service delivery", including policy development, research and planning. While policy development has expanded marginally (but not nearly as much as areas/facilities or programs), partly as a result of the envelope system, agencies involved in research and planning have only seen small increases. Indications from the agencies involved point to a decline in the real volume of the research function. Thus, while research may be required to ensure effective service delivery and while agencies may have retained or added a research function, in reality, research has likely diminished since 1974 and certainly is substantially lower than in 1976. On the other hand, administrative functions within each department or agency, such as internal auditing and program justification have increased dramatically in scope and volume. Clearly, leisure departments are reacting to the "program evaluation revolution" espoused by the Auditor General and other central agencies. Whether program effectiveness has increased in the process is more problematic.

In 1974, there were more than a dozen agencies whose sole involvement was in the policy development, research, planning, coordination and information dissemination categories. Presently there are only nine involved solely in this manner. Many of those formerly involved in such a manner have now added other functions such as financial support, areas/facilities, programs and licensing/regulation.

Compared to the types of involvement the various agencies engaged in during 1974, the present situation has expanded but is not dramatically different (see Table 3 and Appendix Table 2). Of course significant adjustments have been realized through changes in organizational structure (eg. Fitness and Amateur Sport no longer in National Health and Welfare, Parks Canada now within Environment Canada and the elimination of Urban Affairs) and by adding the Northwest Territories and Yukon. Apart from those changes, however, the picture remains similar to 1974. The most striking changes include:

Bank of Canada - the addition of the Currency Museum and program responsibilities;

Communications Canada - the addition of financial support, planning and coordination activities concurrent with an expanding role;

Canada Council - the addition of areas/facilities and programs;

Multiculturalism - the addition of program, training/education, financial support and research functions;

National Arts Centre Corporation - the addition of training/education, financial support, research and planning services;

National Harbours and St. Lawrence Seaway Authority - the addition of recreation program services;

Post Office - the addition of museum and information services;

Privy Council - responsibility for federal/provincial coordination, policy and information;

Regional Economic Expansion - the deletion of responsibility for areas/facilities and programs;

Royal Canadian Mint - the addition of information services, areas/facilities and public programs;

Science and Technology - expanded role in financial support, research, planning, coordination and information services;

Solicitor General - expanded policy, research, coordination and information services;

Transport Canada - increased financial support, policy and research functions.

The services previously provided by departments and agencies which have since been eliminated have generally been assumed by others. For example, the research and information activities of the Fisheries Research Board have been assumed by the Department of Fisheries and Oceans. Canadian National Corporation no longer provides passenger rail service as this has been taken over by Via Rail Canada. Some of the services of Information Canada have been assumed by Supply and Services Canada. While some of these service transfers may have resulted in adjustment to the volume of service, few services or functions have actually been eliminated since 1974.

### Orientation

Expanded horizons are also evident when comparing details of the orientation of federal leisure involvement between the 1974 and 1981 studies. While nearly all five major categories of activity received the attention of two thirds of the agencies in 1974, all exceed this proportion presently and two, arts/culture and tourism/travel, are recognized by four-fifths of the agencies (see Table 4). In keeping with the increased emphasis of the federal government on economic growth, it is not surprising that tourism/travel has seen the greatest expansion, 36%, in agency orientation. However, the remaining categories have also had considerable growth.

In 1974, the highest rate of agency orientation by a substantial margin was in the arts and culture category. Presently this category attracts the attention of the second highest number of agencies, outpaced by travel/tourism. Social activities now rank third followed closely by outdoor activity and then sport and physical recreation. In spite of the

national emphasis on physical fitness, it appears that federal priorities relative to such non-leisure initiatives as economic growth, citizenship and cultural heritage, have had a significant impact on the agencies' leisure orientation.

In 1974, one-third of all agencies were oriented toward all five categories of leisure activity. (For details see Appendix Table 3). This broad orientation is now shared by 32 of the 68 agencies or 47%. Again, it appears as though this broader spectrum was gained during the mid-1970's and reductions have not come about along with financial restraint. Instead, federal agencies tend to be taking a more highly visible profile. For example, in 1974 the National Harbours Board limited its leisure support programs to providing areas, facilities and programs to outdoor enthusiasts (boaters, sailors), to tourists and to some sporting groups. Several services have now been established which cater to such activities as arts festivals and social functions utilizing Board property. Also, the Department of Finance has expanded its tax credit and tariff reduction programs to provide incentives for supporting Canadian films, purchasing art and importing antiques. In fact, it can be concluded that federal agencies have continued their orientation toward a diversity of leisure interests.

Continued urbanization in Canada has been matched by a corresponding urban orientation for federal agencies involved in leisure services. Even those agencies which have a traditional rural focus or administer resources in rural areas have continued to orient their services toward urban residents (e.g. national parks, environmental protection) or to recognize the strength of the urban market (Agriculture Canada). It is not surprising that the nation's major agricultural fairs are held in major urban areas. As pointed out in 1974, the urban/rural dichotomy is no longer very real.



TABLE 4

FEDERAL LEISURE SERVICES RELATED TO FIVE MAJOR CATEGORIES OF ACTIVITY

<u>DEPARTMENT/AGENCY</u>	<u>CATEGORIES OF LEISURE ACTIVITY</u>				
	<u>Outdoor Activities</u>	<u>Sports and Physi- cal Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Agriculture	X	X	X	X	X
Air Canada	X	X	X	X	X
Auditor General	X	X	X	X	X
Bank of Canada			X		X
Canada Council			X		X
Canada Mortgage & Housing Corporation	X	X	X	X	
Canadian Broad- casting Corporation		X	X	X	
Canadian Film Develop- ment Corporation			X	X	
Canadian Government Office of Tourism	X	X	X	X	X
Canadian National	X	X	X	X	X
Canadian Penitentiary Service		X	X	X	
Canadian Radio/Tele- vision and Telecom- munications Division			X	X	
Canadian Transport Commission	X	X	X	X	X
Communications			X	X	X
Consumer & Corporate Affairs	X	X			X
Crown Assets Disposal Corporation	X	X	X		

TABLE 4 CONTINUED

	<u>Outdoor Activities</u>	<u>Sports and Physi- cal Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Economic Council of Canada					X
Economic Development	X	X	X	X	X
Employment & Immigra- tion	X	X	X	X	X
Energy, Mines & Resources	X				X
Environment	X				X
Export Development Corporation	X	X	X		X
External Affairs		X	X	X	X
Farm Credit Corpora- tion	X				X
Federal Business Development Bank					X
Finance	X	X	X	X	X
Fisheries & Oceans	X				X
Fitness & Amateur Sport	X	X			
Government of North- West Territories	X	X	X	X	X
Government of Yukon	X	X	X	X	X
Indian Affairs and Northern Development	X	X	X	X	X
Industry, Trade & Commerce	X	X	X		X
International Joint Commission	X				X
Justice				X	

TABLE 4 CONTINUED

	<u>Outdoor Activities</u>	<u>Sports and Physi- cal Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Labour				X	
Multiculturalism			X	X	
National Arts Centre Corporation			X	X	X
National Capital Commission	X	X	X	X	X
National Defence	X	X	X	X	X
National Design Council		X			X
National Film Board	X	X	X	X	X
National Harbours Board	X	X	X	X	X
National Health & Welfare	X	X	X	X	X
National Library			X		
National Museums of Canada	X		X	X	X
National Research Council of Canada	X	X			X
Parks Canada	X	X	X	X	X
Post Office			X	X	X
Privy Council	X	X	X	X	X
Public Archives			X		
Public Works	X	X	X	X	X
Regional Economic Expansion	X	X	X	X	X
Royal Canadian Mint			X		X

TABLE 4 CONTINUED

	<u>Outdoor Activities</u>	<u>Sports and Physi- cal Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Royal Canadian Mounted Police	X	X	X	X	X
St. Lawrence Seaway Authority	X	X			X
Science & Technology	X	X	X	X	X
Science Council of Canada	X	X	X	X	X
Secretary of State			X	X	X
Small Business	X	X	X	X	X
Social Development	X	X	X	X	X
Solicitor General	X	X	X	X	
Statistics Canada	X	X	X	X	X
Supply & Services	X	X	X	X	X
Teleglobe Canada		X	X	X	X
Transport Canada	X	X	X	X	X
Treasury Board	X	X	X	X	X
Veterans' Affairs	X	X	X	X	X
Via Rail Canada Inc.	X	X	X	X	X

1981

Number of Departments/  
Agencies Involved  
% of Total (68)

47	46	54	48	55
69%	68%	79%	71%	81%

1974

Number of Departments/  
Agencies Involved  
% of Total (66)

40	39	45	39	40
61%	59%	68%	59%	61%

Increase in Number  
of Agencies 1974-81

18%	18%	20%	23%	38%
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## Clients

The analysis of leisure service clients of federal departments and agencies tends to support the finding that a highly visible profile is being promoted. Table 5 compares the breakdown of clients between 1974 and 1981. An increase is evident in each of the client categories. Contrary to the priority for economic growth, but consistent with the current Cabinet priority for high federal visibility, the greatest expansion has been for the "Public at Large", an increase of 218%. On the other hand, agency support for tourist and leisure products industries has grown much more modestly. Presently the public, including special groups, receive the attention of some four-fifths of all agencies. Other government agencies, at all levels, are the clients of almost three-quarters and all four client groups are served by almost two-thirds of all federal leisure service agencies.

## Inclination of Federal Services

Broadly, there are four major categories of departmental inclination in the provision of leisure services. Some agencies are engaged, essentially, in support of the activities of other agencies and governments, as well as those of individuals and public organizations of one kind and another; some merely promote the services of others; some initiate their own (and others) activities and services; and some exercise a control or regulatory function on the activities of other agencies and the general public.

From the perspective of agency inclination, the most dramatic expansion since 1974 (see Table 6) has been in promoting other government agencies( 257%) and initiation of action by the public sector (300%). Agencies which control other government bodies have also shown a strong increase reflecting the expansion of the role of the Auditor General and the Ministries of State for Economic Development and Social Development.

TABLE 5

CLIENTS OF FEDERAL LEISURE SERVICES

Service Agencies	<u>Clients</u>			
	Other Government Agencies	Public at Large	Tourist & Leisure Product Industries	Special Groups in Population
1981-Number	50	54	42	55
% of Total (68)	74%	79%	62%	81%
1974-Number	28	17	30	33
% of Total (66)	42%	26%	44%	50%
INCREASE	79%	218%	40%	67%

TABLE 6  
INCLINATION OF FEDERAL AGENCIES IN LEISURE SERVICES

<u>Toward</u>	<u>Type of Inclination</u>			
	<u>Supportive of</u>	<u>Promotion for</u>	<u>Initiation of Action by</u>	<u>Control of</u>
<u>Government Agencies</u>				
1981 - Number	46	25	32	5
% of Total (68)	68%	37%	47%	13%
1974 - Number	25	7	25	4
% of Total (66)	38%	11%	38%	6%
INCREASE	84%	257%	28%	125%
<u>Public Sector</u>				
1981 - Number	59	35	12	24
% of Total (68)	87%	52%	18%	35%
1974 - Number	34	18	3	16
% of Total (66)	52%	27%	5%	24%
INCREASE	74%	95%	300%	50%

Again, evidence supports the contention that federal government agencies are taking a more visible public profile. The increasing promotional inclination toward government agencies and the rise (to 87%) of all present agencies supporting the public sector both point to greater visibility. Supportive inclinations, the most common approach of agencies in 1974, still remains in the forefront but a substantial increase is evident for the promotional approach. Similar to 1974, it is suggested that much of this support comes in the form of financial support, policy development, research, planning, coordination and information dissemination. On the other hand, it is further suggested that much of the promotion relates to areas/facilities, programs, financial support and information dissemination (see Table 2).

### Trends

As pointed out earlier in this chapter, federal leisure services underwent rapid expansion until 1976. Since that time, no real growth has been in evidence in either the volume of services being provided or in the establishment of new services. In contrast to the optimistic outlook in 1974, most program managers now are much more pessimistic in their projections for future services. Because of financial restraint, most see no opportunity to expand programs or to contemplate new forms of activity. This is reflected in the reduced number of potential programs.

The expansionary trends of the early to mid-seventies have come to an end. The trend which is emerging involves far greater emphasis being paid to the visibility of federal services and this is resulting in moves to broaden the agencies' clientele. However, a broader clientele is not in itself seen as being the panacea for most government agencies. Instead, the clientele that appears to be the most advantageous are those which have a strong political or social voice and can provide a higher visibility for the agency providing service to them. Thus, strong lobby groups are being recognized as an advantageous clientele. A second means of establishing credibility is through sheer numbers. Thus more services



are being directed to the public at large and increased attendance is being used to justify service. In order to attract more numerous and vocal clientele many agencies have broadened their orientation and have taken on a much more promotional stance. This trend is supported by the data presented earlier in this chapter and we feel it will continue because a high profile fulfills the needs of both agency bureaucrats and federal politicians.

Within the Economic Development envelope, the potential exists to utilize the governmental priority for economic growth and job creation in promoting new or expanded leisure services. In spite of the indications from the clientele section whereby the tourist and leisure product industries appear to be attracting less agency attention than the other clientele groups, it is evident that the federal government is placing a high priority upon economic development. It is within this envelope that service opportunities may exist. However, the evidence presented earlier may indicate that government support for growth in the tourist industry may be approached in a different manner. The tourist industry can be equally well stimulated by direct federal agency initiative (parks, boating facilities, art centres, festivals, etc.), rather than providing less visible support for private tourist industry operators. Thus, when combining the trend for a greater federal profile with the priority for economic growth, one can explain the increased emphasis on direct federal leisure services instead of support for the tourist operator.

In spite of the greater federal priority being placed on economic development and the prospect that those agencies included within the economic development envelope may receive a more favourable budget review, the social development envelope appears to have a glimmer of optimism with respect to its leisure services. The managers of this Ministry foresee a growing importance for leisure within the governmental sphere. As public demands increase, greater political support may be generated for the delivery of expanded leisure services. Thus, the future may bring a greater range and scope of federal leisure programs within the social development envelope.

### Intragovernmental Relations

In spite of the coordination activities which were underway in 1974 and the greater emphasis being placed on governmental efficiency over the last few years, it is felt that coordination between line departments and agencies at the federal level is not much further along than it was seven years past. For the most part, coordination activities remain sectorially focussed (directed towards very small sectors of the leisure field) and consist mainly of information sharing activities. Interdepartmental committees, while many still exist, do not appear to have been as effective as once hoped. These committees have not been able to move beyond information sharing and informal discussion and none have developed any official decision-making capability.

As was the case in 1974, the National Capital Commission remains the one agency which has coordinating responsibilities within its mandate and has been effective even though its responsibility covers only a limited geographical area.

Bilateral coordination, efforts between two agencies rather than a larger number, seems to have fared somewhat better. Information sharing and service coordination appears to have been more effectively carried out on a bilateral basis. However, little policy development has taken place through this manner and the success of bilateral discussions depends entirely upon the individuals involved. Thus, if a cooperative and friendly atmosphere is in place, effective coordination may result. But the introduction of conflict or hostility will prevent any useful function from being accomplished.

### Intergovernmental Relations

The prospects for intergovernmental relations appear to be worsening. Over the past few years the atmosphere between the federal and provincial governments in Canada has clouded with the result that coordination and cooperation between governments has been dramatically

reduced. Evidence supporting this conclusion is pointed out by the emphasis the federal government is now placing upon developing and maintaining a high public profile. Government programs that are initiated and funded by the federal government, but carried out by provinces or municipalities, are no longer being looked upon with great favour. Instead, the trend appears to be toward programs aimed at direct involvement with the citizens of the nation, no doubt raising the ire of provincial governments.

Because this study has investigated only the federal government, it was not possible to directly compare intergovernmental co-ordinating activities with the situation in 1974. However, anecdotal information uncovered by the researchers indicates that a deterioration has probably taken place.





## CHAPTER 4

### OBSERVATIONS

The expansion of services at the federal level has been rather dramatic between 1974 and 1981. Even though the majority of the expansion occurred in the mid part of the decade and no real growth in resources has been evident late in the decade, it is apparent that no reduction in service has occurred either. Instead, a change in the approach of federal government agencies to the provision of leisure services appears to have come about. The types of involvement that have seen the most dramatic growth include regulatory functions, provision of programs, provision of areas and facilities, training, financial support and information services. While growth has been experienced in the past six years in other components of the activity spectrum, they have not been as large as in these categories. Coordination has also increased among the agencies involved, as could be anticipated by greater federal emphasis on efficiency.

With the changing orientation or focus of federal leisure services, it has become apparent that agencies have been directing their services in a manner which receives a much higher public profile. Client groups which can provide a strong lobby and political voice, have become much more important to federal departments and agencies. Thus, while all client groups have expanded, the greatest growth has been in the number of agencies offering services to the public at large. This has resulted in an expansion or broadening of the client groups of the various agencies and, even though distinct lobby groups or special groups in the population may not be specifically identified, these are certainly seen as being an advantage to the department or agency.

It is interesting to note that, while the federal government has a stated priority for economic development, services to the leisure industries have not grown as dramatically as one might have anticipated. Instead it appears as though federal agencies have chosen to establish

their own direct services in the regions within which they operate. Many of these are related to the tourist industry as has been pointed out by the expanding orientation toward tourism. However, rather than directing the service to the industries themselves, services have instead been offered to the public, including tourists and visitors. These can then provide a strong political voice along with measurable numbers of clients which the various government agencies are finding essential to their survival.

The federal government agencies providing leisure services have changed in their inclination or means of directing these services as well. Presently, some 87% of the 68 agencies offer their services directly to the public sector, a dramatic rise from the 52% in 1974. Even more dramatic is the number of agencies which are introducing a promotional aspect for themselves or other government agencies. In most cases, the promotion supports federal initiative rather than the initiative of other levels of government.

The findings all point to a newly developed equilibrium where departmental decision makers aim more programs directly at the public (and if possible, well organized special interest groups) to generate continued political support for their agencies' budgets. By so doing, they fulfill the requirements of the strategy for a high federal profile in all programs including leisure.

With the increased attention to efficiency, coordinating bodies within the various government departments and agencies have grown in number and in responsibility. The establishment of the economic and social envelopes and the increased responsibility of the Auditor General is evidence of this situation. Most agencies have established internal audit functions or review and evaluation mechanisms which allow the agency to respond to the government review boards. Thus, a greater amount of agency finances is likely to be spent on administration.

While increased efficiency is a priority and while a larger number of coordinating bodies have been established, there is no clear evidence that improved coordination or more efficient service has been provided. There certainly have been few cuts in programs and in many cases the

programs have merely been redirected to tie in with a more vocal client group. In fact, the situation may have arisen whereby defensive attitudes within departments and agencies is actually bringing about a more sectoral system than was the case in 1974.

It is evident that the economic envelope and its associated departments and agencies has been given governmental priority in spending and in person-years. However, the higher priority for economic growth has not resulted in dramatically increased services to private industry; rather, strong governmental initiative seems to have taken place. Within the social envelope, while budget commitments from the government as a whole are not easily attained, the leisure field appears to be receiving more support than what one might ordinarily think. Program managers see leisure services as being capable of generating strong public support and therefore a considerable amount of attention within the social envelope is being given to the establishment or expansion of leisure services.

In summary, the evidence attained from this study would support the contention that government leisure services have grown in the early to mid-seventies only to reach a plateau in the late part of the decade. With the federal policy that recreation services will be the spin-off from other responsibilities, one could anticipate the continuation of this plateau or perhaps a drop in service. However, in spite of the policy, some 30% of the services presently being offered are established under primary or secondary mandates which either require or permit leisure services to be provided to the public. In fact, these primary and secondary mandates do include very substantial budgets, in spite of financial constraint. One can infer that the policy of high federal profile takes precedence.

In 1974 it was concluded that there was the need for improvement to the policy and rationale of providing leisure services . At that time, improved initiatives in coordination and policy appeared to be offering some prospect for the future. However, because of the defensive atmosphere that is evolving within the federal line departments it may be that more effort is being made to gain program strength and public support through incrementalism - the sectoral emphasis on program expansion where and when the opportunity arises.

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APPENDIX TABLE 1MANDATES FOR THE FEDERAL PROVISION OF LEISURE SERVICES 1974: STUDYLEGEND: P = Principal leisure services of department/agency.

M = Minor leisure services of department/agency.

<u>DEPARTMENT/AGENCY</u>	<u>Mandate</u>		
	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
Economic Council of Canada			P
National Research Council			P
Treasury Board Secretariat			P
Department of Agriculture	M	M	P
Farm Credit Corporation		P	
Department of Communications	P		
Canadian Radio-Television Commission	P		
Department of Consumer & Corporate Affairs			P
Department of Energy, Mines & Resources		M	P
National Energy Board			P
Department of the Environment	M	M	P
Fisheries Research Board			P
Department of External Affairs			P
International Joint Commission			P
Department of Finance		P	
Industrial Development Bank		P	

<u>Department/Agency</u>	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
Department of Indian and Northern Affairs:			
a) Indian and Eskimo Affairs Program	M	P	M
b) Parks Canada (Conservation Program)	P		
c) Historic Sites and Monuments Board	P		
Department of Industry, Trade & Commerce			P
Canadian Government Office of Tourism	P		
National Design Council			P
Statistics Canada			P
Department of Justice			P
Department of Labour			P
Information Canada		M	P
Department of Manpower & Immigration			P
Department of National Defence	M	M	P
Defence Research Board			P
Department of National Health & Welfare	P	M	M
Medical Research Council			P
National Advisory Council on Fitness & Amateur Sport	P		
Post Office Department			P
Department of Public Works		M	P
Department of Regional Economic Expansion		M	P

<u>Department/Agency</u>	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
Prairie Farm Rehabilitation Administration		M	P
Canadian Council on Rural Development			P
Ministry of State for Science & Technology			P
Science Council of Canada			P
Department of the Secretary of State	P	M	M
Canada Council	P	M	M
Canadian Broadcasting Corporation	P		
Canadian Film Development Corporation	P		
Company of Young Canadians			P
National Arts Centre Corporation	P		
National Film Board	P		
National Library	P		
National Museums of Canada	P		
Public Archives			P
Office of the Minister of State for Multiculturalism	P		
Department of the Solicitor General			P

<u>Department/Agency</u>	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
Canadian Penitentiary Service		P	M
Royal Canadian Mounted Police	M	M	P
Crown Assets Disposal Corporation			P
Royal Canadian Mint			P
Department of Transport	M	M	P
Air Canada			P
Canadian National Railway			P
Canadian Transport Commission			P
National Harbours Board			P
St. Lawrence Seaway Authority		M	P
Ministry of State for Urban Affairs			P
Central Mortgage and Housing Corporation			P
National Capital Commission	P		
Department of Veterans' Affairs		P	
Veterans Land Administration			P
<hr/>			
All Departments/Agencies Principal Services:	17	6	43
All Departments/Agencies Minor Services:	6	14	5
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## APPENDIX TABLE 2

## TYPES OF FEDERAL LEISURE SERVICES: 1974 STUDY

LEGEND: P = Potential Service  
 EA = Established Service, Actively Utilized  
 EM = Established Service, Marginally Utilized

DEPARTMENT/AGENCY	TYPES OF LEISURE SERVICES										Coordination	Information
	Licensing/ Regulation	Areas/ Facilities	Programs	Training/ Education	Safety Protection	Financial Support	Policy Development	Research	Planning			
Economic Council of Canada							EM	EM	EM	P	EM	
National Research Council				EM				EM	EM		EM	
Treasury Board Secretariat								P	EM	EM	EM	
Department of Agriculture	EA	EA			EA	EA		EA	EM	P	EM	
Farm Credit Corporation					EM		P	P	P		EM	
Department of Communications	EA						EM	EM			EM	
Canadian Radio-Television Commission	EA						EA	EM			EM	
Department of Consumer & Corporate Affairs					EA		EA	EM			EM	
Department of Energy, Mines & Resources			EM	EM	EM	EM	EA	EA	EA	EA	EA	
National Energy Board								EA				
Department of the Environment	EA	EA	EA	EM	EA	EA	EA	EA	EA	EA	EA	
Fisheries Research Board								EA			EA	



<u>DEPARTMENT/AGENCY</u>	<u>Licensing/ Regulation</u>	<u>Areas/ Facilities</u>	<u>Programs</u>	<u>Training/ Education</u>	<u>Safety/ Protection</u>	<u>Financial Support</u>	<u>Policy Development</u>	<u>Research</u>	<u>Planning</u>	<u>Coordination</u>	<u>Information</u>
Department of External Affairs	EA		EA			EM				EM	EA
International Joint Commission	EA						=	EA		EA	EA
Department of Finance						EA					
Industrial Development Bank				EA		EA			EA		EA
Department of Indian and Northern Affairs:											
a) Indian and Eskimo Affairs Program		EA	EA	EA		EA	EA	EM	EM	EA	EM
b) Parks Canada (Conservation Program)	EA	EA	EA	EA	EA	EA	EA	EM	EA	EA	EA
c) Historic Sites and Monuments Board							EA	EA		EA	
Department of Industry, Trade & Commerce				EA		EA	EA	EA	EA	EA	EA
Canadian Government Office of Tourism				EA		EA	EA	EA	EA	EA	EA
National Design Council							EA			EA	
Statistics Canada								EA	EA	EM	EA
Department of Justice							EM	EA			EM
Department of Labour	EA			EM		EM	EA	EA			EA
Information Canada			EM				=	EA	EM		EA
Department of Manpower & Immigration	EA			EA		EA	EA	EM		EM	EA

<u>DEPARTMENT/AGENCY</u>	<u>Licensing/ Regulation</u>	<u>Areas/ Facilities</u>	<u>Programs</u>	<u>Training/ Education</u>	<u>Safety/ Protection</u>	<u>Financial Support</u>	<u>Policy Development</u>	<u>Research</u>	<u>Planning</u>	<u>Coordination</u>	<u>Information</u>
Department of National Defence		EA	EA	EA	EA	EA		EA			EM
Defence Research Board					EA			EA			EA
Department of National Health & Welfare	EA	EM	EA	EA	EA	EA	EA	EA	EA	EA	EA
Medical Research Council						EA		EA		EA	EA
National Advisory Council on Fitness & Amateur Sport							EA		EA		
Post Office Department			EA								
Department of Public Works		EA			EA		EA	EA	EA	EA	EA
Department of Regional Economic Expansion		EA	EA	EA		EA	EA	EA	EA	EA	EA
Prairie Farm Rehabilitation Administration		EA				EA	EA		EA	EA	EA
Canadian Council on Rural Development				EA			EA	EA			EA
Ministry of State for Science & Technology				P		P	EA	EM		EM	EM
Science Council of Canada						EM	EA	EA		EA	EA
Department of the Secretary of State		EA	EA	EA		EA	EA	EA	EA	EA	EA
Caraca Council				EA		EA		EA	EM	EA	EA
Canadian Broadcasting Corporation			EA	EA			EA	EA			EA

<u>DEPARTMENT/AGENCY</u>	<u>Licensing/ Regulation</u>	<u>Areas/ Facilities</u>	<u>Programs</u>	<u>Training/ Education</u>	<u>Safety/ Protection</u>	<u>Financial Support</u>	<u>Policy Development</u>	<u>Research</u>	<u>Planning</u>	<u>Coordination</u>	<u>Information</u>
Canadian Film Development Corporation				EA		EA	EA			EA	EA
Company of Young Canadians			EA	EA		EM	EA		EA	EA	EA
National Arts Centre Corporation		EA	EA							EA	EA
National Film Board			EA	EA			EA	EA	EA	EA	EA
National Library			EA	EA							EA
National Museums of Canada		EA	EA	EA		EA	EA	EA	EA	EA	EA
Public Archives								EA			EA
Office of the Minister of State for Multiculturalism							EA			EA	EA
Department of the Solicitor General							EM	EM	EM		
Canadian Penitentiary Service		EA	EA	EA	EA				EA	EA	
Royal Canadian Mounted Police	EA		EA	EA	EA					EA	EA
Crown Assets Disposal Corporation									EA		
Royal Canadian Mint									EA	EA	
Department of Transport	EA	EA		EA	EA	EM	EM	EM	EA	EA	EA

<u>DEPARTMENT/AGENCY</u>	<u>Licensing/ Regulation</u>	<u>Areas/ Facilities</u>	<u>Programs</u>	<u>Training/ Education</u>	<u>Safety/ Protection</u>	<u>Financial Support</u>	<u>Policy Development</u>	<u>Research</u>	<u>Planning</u>	<u>Coordination</u>	<u>Information</u>
Air Canada		EA	EA				EA	EA	EA	EA	EA
Canadian National Railway		EA			EM		EM		EM		EA
Canacian Transport Commission	EA				EA	EA	EM	EA		EA	EA
National Harbours Board		EA			EA		EA		EA	EA	
St. Lawrence Seaway Authority		EA			EA						EA
Ministry of State for Urban Affairs						EM	EA	EA	EA	EA	EA
Central Mortgage and Housing Corporation	EA			EA	EA	EA	EA	EA	EA		EA
National Capital Commission		EA	EA	EA		EA	EA	EA	EA	EA	EA
Department of Veterans' Affairs		EA	EA			EA					
Veterans Land Administration						EA			EA		

Number of Departments/ Agencies Involved:	14	20	22	27	17	21	41	41	24	39	53
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## APPENDIX TABLE 3

## FEDERAL LEISURE SERVICES RELATED TO FIVE MAJOR CATEGORIES OF ACTIVITY: 1974 STUDY

DEPARTMENT/AGENCY	CATEGORIES OF LEISURE ACTIVITY			
	Outdoor Activities	Sports and Physical Recreation	Arts and Culture	Tourism and Travel
Economic Council of Canada				X
National Research Council		X		X
Treasury Board Secretariat	X	X	X	X
Department of Agriculture	X	X	X	X
Farm Credit Corporation	X			X
Department of Communications			X	X
Canadian Radio-Television Commission			X	X
Department of Consumer & Corporate Affairs	X	X		X
Department of Energy, Mines & Resources	X			X
National Energy Board	X			X
Department of the Environment	X			X



<u>DEPARTMENT/AGENCY</u>	<u>Outdoor Activities</u>	<u>Sports and Physical Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Fisheries Research Board	X				
Department of External Affairs			X	X	
International Joint Commission	X				X
Department of Finance		X			X
Industrial Development Bank					X
Department of Indian and Northern Affairs:					
a) Indian and Eskimo Affairs Program	X	X	X	X	X
b) Parks Canada (Conservation Program)	X	X	X	X	X
c) Historic Sites and Monuments Board			X		
Department of Industry, Trade & Commerce	X	X	X		X
Canadian Government Office of Tourism	X	X	X	X	X
National Design Council		X			X
Statistics Canada	X	X	X	X	X
Department of Justice				X	
Department of Labour				X	
Information Canada	X	X	X	X	X
Department of Manpower & Immigration	X	X	X	X	X

<u>DEPARTMENT/AGENCY</u>	<u>Outdoor Activities</u>	<u>Sports and Physi- cal Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Department of National Defence	X	X	X	X	X
Defence Research Board	X	X			
Department of National Health & Welfare		X			
Medical Research Council		X			
National Advisory Council on Fitness & Amateur Sport		X			
Post Office Department			X		
Department of Public Works	X	X	X	X	X
Department of Regional Economic Expansion	X	X	X	X	X
Prairie Farm Rehabilita- tion Administration	X		X	X	
Canadian Council on Rural Development	X	X	X	X	X
Ministry of State for Science & Technology	X	X	X	X	X
Science Council of Canada	X	X	X	X	X
Department of the Secre- tary of State			X	X	X
Canaca Council			X		X
Canadian Broadcasting Corporation		X	X	X	

<u>DEPARTMENT/AGENCY</u>	<u>Outdoor Activities</u>	<u>Sports and Physical Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Canadian Film Development Corporation			X	X	
Company of Young Canadians	X	X	X	X	
National Arts Centre Corporation			X	X	X
National Film Board	X	X	X	X	X
National Library			X		
National Museums of Canada	X		X	X	X
Public Archives			X		
Office of the Minister of State for Multiculturalism			X	X	
Department of the Solicitor General		X	X	X	
Canadian Penitentiary Service		X	X	X	
Royal Canadian Mounted Police	X	X	X	X	X
Crown Assets Disposal Corporation	X	X	X		
Royal Canadian Mint			X		
Department of Transport	X	X	X	X	X
Air Canada	X	X	X	X	X

<u>DEPARTMENT/AGENCY</u>	<u>Outdoor Activities</u>	<u>Sports and Physical Recreation</u>	<u>Arts and Culture</u>	<u>Social Activities</u>	<u>Tourism and Travel</u>
Canacian National Railway	X	X	X	X	X
Canadian Transport Commission	X	X	X	X	X
National Harbours Board	X				X
St. Lawrence Seaway Authority	X				X
Ministry of State for Urban Affairs	X	X	X	X	X
Central Mortgage and Housing Corporation	X	X	X	X	
National Capital Commission	X	X	X	X	X
Department of Veterans' Affairs	X	X	X	X	
Veterans Land Administration	X				
<hr/>					
Number of Departments/ Agencies Involved:	40	39	45	39	40
<hr/>					

APPENDIX TABLE 4  
REPORTING AND FISCAL RELATIONSHIPS OF AGENCIES  
INCLUDED IN THE STUDY

AGRICULTURE CANADA (ED)<sup>1</sup>

Farm Credit Corporation (ED)

COMMUNICATIONS (ED/SA)

Canada Council (SA)

Canadian Broadcasting Corporation (SA)

Canadian Film Development Corporation (SA)

Canadian Radio-Television and Telecommunications Commission (SA)

National Arts Centre Corporation (SA)

National Film Board (SA)

National Library (SA)

Public Archives (SA)

Teleglobe Canada

CONSUMER AND CORPORATE AFFAIRS (ED)

ECONOMIC DEVELOPMENT (ED)

EMPLOYMENT AND IMMIGRATION (SA)

ENERGY, MINES AND RESOURCES (ED)

ENVIRONMENT (ED/SA)

Parks Canada (SA)

EXTERNAL AFFAIRS (EA)

International Joint Commission (EA)

FINANCE (SG)

Auditor General (SG)

Bank of Canada

Fisheries and Oceans (ED)

INDIAN AFFAIRS AND NORTHERN DEVELOPMENT (SA)

Government of the Northwest Territories

Government of the Yukon Territory



INDUSTRY, TRADE AND COMMERCE (ED)

Canadian Government Office of Tourism (ED)  
Export Development Corporation (ED)  
Federal Business Development Bank (ED)  
National Design Council  
Small Business (ED)

JUSTICE (JL)LABOUR (ED)

Fitness and Amateur Sport (SA)

NATIONAL DEFENSE (D)NATIONAL HEALTH AND WELFARE (SA)POST OFFICE (SG)PRIVY COUNCIL (SG)

Economic Council of Canada (SG)

PUBLIC WORKS (SG)

Canada Mortgage and Housing Corporation (SA)  
National Capital Commission (SG)

REGIONAL ECONOMIC EXPANSION (ED)SCIENCE AND TECHNOLOGY (ED)

National Research Council of Canada (ED)  
Science Council (ED)

SECRETARY OF STATE (SA)

Multiculturalism (SA)

SOCIAL DEVELOPMENT (SA)SOLICITOR GENERAL (JL)

Canadian Penitentiary Service (JL)  
Royal Canadian Mounted Police (JL)

SUPPLY AND SERVICES (SG)

Crown Assets Disposal Corporation (SG)  
Royal Canadian Mint  
Statistics Canada (SG)

TRANSPORT (ED)

Air Canada (ED)  
Canadian Transport Commission (ED)  
Canadian National Corporation  
National Harbours Board  
St. Lawrence Seaway Authority  
Via Rail

TREASURY BOARD (SG)VETERANS AFFAIRS (SA)

1. The expenditure envelope designation, when applicable, is listed in parenthesis: D - Defense; ED - Economic Development; EA - External Affairs; JL - Justice and Legal; SA - Social Affairs; SG - Services to Government.

SOURCE: Estimates, 1981-82, Part I.









AGRICULTURE

Primary Responsibility: To improve agricultural viability in Canada.

Leisure Involvement

- Mandate: To improve rural conditions and farm products, the Department recognizes that social services as well as economic ones are needed; hence, an interest in such things as fairs and associations.
- Agency Inclination: Mainly supportive to other agencies or groups, but control is exercised over some specific areas (e.g. horse racing).
- Orientation: Rural in nature, with interest in cultural involvement (e.g. fairs); national.
- Clients: Government agencies (federal, provincial and municipal) use many of the Department's information and research services. The fairs and association support is related to groups with rural orientations. Industry and business use information and research services (e.g. florists).
- Trends: Largely a continuation of present roles.

The responsibilities of the Department of Agriculture extend from the farmgate to the consumer. While the Canadian farmer is the primary client, the Department is concerned and interested in all segments of the food system. This broad involvement is reflected in a variety of programs administered. Authority for its broad scope of activities is provided by 38 Acts of Parliament.

The Department was restructured during 1978 with organizational changes that heighten co-ordination with other levels of government and the private sector, and place greater emphasis on the total food system approach. The final stage of reorganization was announced in March with the changes becoming effective April 1, 1978. These included the establishment of a new Policy, Planning and Evaluation Branch to plan, coordinate and evaluate the total range of departmental activities. The Department's three operational branches - Research, Health of Animals, and Food Production and Marketing - were grouped under a new Senior Assistant Deputy Minister - Operations. A new Senior Assistant Deputy Minister for Policy and Planning was appointed.

### Food Production and Inspection Branch

For those who perceive cooking as a leisure activity, the Food Advisory Division under this Branch provides consumers with information on food selection, purchasing, preparation, preservation, safety and nutrition. A new publication, Preparing Vegetables for 50, and a revised edition of Guide to Buying and Storage of Canadian Foods were distributed in information kits. Public education in metric conversion was continued through press releases and pamphlets. The Metric Commission was provided with materials for their kit for Metric Recipe Month in March 1978.

Under the same branch, the Livestock Division (through the Markets and Merchandising Section) supplies financial assistance to various agricultural societies. Long-term loans amounting to \$3.76 million (1979) were advanced for the construction of multipurpose agricultural-recreational facilities. In addition, a total of 52 Class A agricultural fairs; 100 Class B fairs; 29 winter and special fairs; and 6 agricultural museums received operating grants and contributions in 1979. The Livestock Division also maintains the National Livestock Showcase herd at the Central Experimental Farm, Ottawa. The herd is a typical example of quality beef and dairy cattle produced by Canadian seed stock breeders using the department's performance testing programs. Racetrack supervision also comes under the Livestock Division and involves the supervision of para-mutual betting being carried out at tracks conducting harness and running horse races. The following table provides useful information regarding this section:

	<u>1978</u>	<u>1979</u>
Racing Days Supervised	4,219	4,293
Total Wagered	\$1,231,501,701	\$1,318,944,613
Provincial Taxes	90,122,691	96,677,972
Legal % Retained by Tracks	127,623,215	136,054,800
Supervision Levy (Federal Government)	7,385,542	7,594,773
Service Provided (Racing Days):		
Race Patrol	3,828	3,849
Photo Finish	4,174	4,243
Testing Horses for Drugs	4,174	4,238

The Central Experimental Farm in Ottawa is open to visitors everyday of the week from 8:15 A.M. until dusk. Permission is not required to visit the farm and admission is free. Organized groups who wish to have a guided tour must make reservations at least a month in advance. The busiest months are April through August and priority is given to groups of six or more and to school groups above the grade 5

level. Unless special interests have been indicated the tours last from one to one and a half hours. Visitors can see the Showcase herds of dairy and beef cattle, horses, field crops, ornamental and test gardens, the Arboretum and the building area with its landscaping. Rides on a wagon pulled by Clydesdale horses are offered free of charge from the first Monday in May to the Friday before Thanksgiving, weather permitting. Due to laboratory design and possible interference with research, visits must be limited to university level students with an expressed interest in research.

There are approximately 40 experimental farms and research stations across Canada, 3 of which have ornamental gardens and offer leisure services similar to those offered by the Central Experimental Farm. These farms are situated in Kemptville, Nova Scotia; Morden, Manitoba; and Sydney, British Columbia.

#### Financial Information 1980-81

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
<u>A. Racetrack Supervision</u>		
Administration	652	17
Para-Mutual Supervision	2,195	72
Race Surveillance	5,419	--
Surveillance Research	464	3
TOTAL ESTIMATES	8,730	92
Less Revenue	8,184	
TOTAL COST OF PROGRAM	546	
<u>B. Grants and Contributions</u>		
Horticultural Fairs	\$1,806	
4-H Clubs	190	
TOTAL	\$1,996	
TOTAL COST OF AGRICULTURE'S LEISURE PROGRAMS	\$2,542	

#### References

Department of Agriculture, Annual Report 1978-79, Ottawa: 1980.

#### Contact

Mr. O'Connor, Tours.



## AIR CANADA CORPORATION

Primary Responsibility: To provide safe, speedy, and efficient air transportation.

### Leisure Involvement

Mandate: To facilitate and provide air commuting service to national and international destinations.

Agency Inclination: Promotional, supportive, initiative.

Orientation: National and international.

Clients: Air travellers.

Trends: The Corporation anticipates an increase in the scope and frequency of its service.

As Canada's national airline, Air Canada carries a large number of passengers who travel for leisure purposes. The Corporation experienced a 20% increase in passenger traffic in 1979. Air Canada estimates that the leisure market represents approximately 30% of its total volume of passengers.

The airline carries passengers throughout most major routes of the world. In recent years, it has stepped up its activity to Western Canadian and American centres.

For certain destinations, the airline offers charter rates, youth fares, excursions, and package tours. Air Canada has not only recently increased the number of its special fares, but it has also recently introduced the Seat Sale Program to help encourage greater use of its services in non-peak periods.

Air Canada extends limited funding through its Public Relations Program to cultural organizations, and individuals. Air Canada facilities and services have been made available to transport food, clothing and toys to needy or natural disaster areas.

The Corporate Donations Policy permits charitable organizations, and on occasion cultural associations, to obtain gratuitous transportation.

Air Canada is continually striving to improve its automated ticket service. Air Canada ticket agencies provide information on ticket prices, and have readily available documentation on points of interests



and activities throughout the world.

#### Financial Information 1979

30% of Air Canada's passengers travel for leisure-related reasons; but 20% is the estimated leisure component, because expenditures and employment are not broken down into passenger and freight categories.

<u>Activity</u>	<u>(\$1000)</u>	<u>PY</u>
Leisure Related	-11,082 (profit)	4,561
Passenger Services		

#### Changes Since 1974

Initiation of the Seat Sale Program.

Expansion of the Public Relations Program.

Expansion of the Corporate Donations Policy.

#### References

Air Canada, Annual Report 1979, Montreal: 1979.

#### Contact

H. Riopelle, Public Relations Manager.

AUDITOR GENERAL

Primary Responsibility: Performs comprehensive auditing of federal government departments and agencies.

Leisure Involvement

Mandate: Performs comprehensive auditing of federal departments involved in leisure services.

Agency Inclination: Control.

Orientation: National.

Clients: Federal government departments and agencies.

Trends: Increasing watchdog role.

The Auditor General is involved in comprehensive auditing of federal government departments and agencies. Based on an understanding of an organization's objectives, its environment and the management and operating structures and controls within it, the audit team identifies the functions or processes most important to the achievement of economy, efficiency and program effectiveness. The team then assesses the quality of the planning processes and management controls used to achieve economy, efficiency and effectiveness, and the quality of accountability reporting. To the extent feasible, the audit report suggests possible underlying reasons for any weaknesses found in controls and makes constructive recommendations for improvement. The objective is to identify opportunities for better management of resources. Reporting on comprehensive audits of departments and agencies on a cyclical basis over a number of years gives management the opportunity to resolve any major problems that the audits reveal. As a result of the role played by the Auditor General's office, many departments have now developed their own auditing system.

Two departments involved in leisure that have been audited in the past few years are Environment and Indian Affairs and Northern Development.

The Auditor General's audit of Environment included the following statements:

- a) The Environmental Protection Service (EPS), which is responsible for protecting and enhancing the quality of the environment, has tried to co-ordinate its environmental protection programs with

those of other federal and provincial agencies. The mechanisms for co ordinating these programs, however, generally have not incorporated appropriate planning, control and evaluation systems and procedures to support EPS in carrying out its regulatory responsibilities.

- b) Improvements are needed in the Department's systems for planning and controlling its Research Development activities before it can be considered to have demonstrated due regard for economy and efficiency in these activities.
- c) A clear overview of all the Department's current or proposed real property activities could only be obtained with considerable difficulty. The Department has imprecisely defined responsibility for various phases of real property management. It was concluded that the Department needs to improve its management practices if it is to demonstrate due regard for economy and efficiency in its real property activities. It should be noted, however, that the Department has taken steps to improve the management of its larger facilities.

The audit of Indian Affairs and Northern Development concluded the following:

- a) To meet its responsibilities to "assist and support Indians and Inuit" and to "advance the social, cultural, political, and economic development of the Yukon and Northwest Territories", the Department undertakes activities that influence nearly every aspect of life for native populations. Thus, the Department's role in relation to Canada's native population must be clear and understood by all parties involved. It was found that departmental managers did not have a common interpretation of what this role was. This lack of specificity in the mandate of the Department has affected the actions and decisions of departmental managers. Resource allocation decisions were made on the basis of priorities determined by the Department to achieve certain socio economic gains for Indians and Inuit. The actual use of these funds, however, was not systematically controlled beyond ensuring that they went to the intended recipients. In documents approved by Parliament, published by the Department or prepared for internal planning purposes, the Auditor General's Office found no clear statements of the socio-economic effects or financial distribution results the departmental programs or managers were expected to achieve in relation to native people.
- b) The work of the Department in the program evaluation area was assessed and it was found that the work carried out by the Indian and Inuit Affairs Program was satisfactory. These studies did not,

however, measure the socio-economic effects achieved by program activities or the performance against program objectives. It was also found that the departmental managers were not systematically using the results of the exploratory studies to improve programs or modify delivery systems. However, the systems established to carry out evaluation work operated in a satisfactory manner. In some areas, such as the use of advisory committees and monitoring the implementation of recommendations, their practices were well advanced.

In the future, other leisure related departments will be audited.

#### Financial Information

Not available

#### References

Auditor General, Report of the Auditor General of Canada to the House of Commons, Fiscal Year Ended 31 March, 1980, Ottawa: 1980.

\_\_\_\_\_, Report of the Auditor General of Canada to the House of Commons, Fiscal Year Ended March 31, 1979, Ottawa: 1979.

#### Contact

Marilyn Dolenko, Methodology.





### BANK OF CANADA

Primary Responsibility: To regulate credit and currency in the best interests of the economic life of the nation.

#### Leisure Involvement

Mandate: Operation of the Bank of Canada Currency Museum.

Agency Inclination: Supportive.

Orientation: Regional.

Clients General public and tourists visiting the Ottawa area.

Trends Likely to remain the same.

The Bank of Canada became interested in 1959 in the establishment in Canada of a national currency collection. This interest led to a general agreement in 1963 that the Bank should play the role of custodian of a national collection. The Bank of Canada set about assembling the collection and did so from a variety of sources. In particular numismatic material originally held by other federal institutions has been transferred to the national collection and the Bank has become the custodian of subsequent bequests and gifts to the Crown. Notes issued by the Bank of Canada itself are an important element in the collection. Other material has been either donated outright to the collection or made available to it on a permanent or indefinite loan. A number of private collectors have given the Bank the opportunity to acquire needed items on favourable terms before disposing of their collections. Finally, a relatively modest but steady program of acquisition on the open market over the years has helped to round out the collection.

While building up the currency collection, the Bank also assembled an extensive numismatic reference library. The library has over 5,000 bound volumes. It is both a working library for the collection and museum staff, and a reference and research facility for students and scholars researching the history of Canadian currency, banking and economics.

The museum displays are set up in six galleries, each focussing on a phase in the invention and development of currency through the past 2500 years. The aim has been to create a museum that will appeal to all, to those with only a general interest as well as to the specialist.

Purchases for the National Currency Collection have averaged \$75,000 per year. Many of the items purchased have been obtained at very modest prices because their owners wanted to improve the national collection. The museum was equipped within a capital budget of \$815,000, spent mainly on special display cabinets, art work and security systems.

#### Financial Information 1979-80

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Museum Purchase	75	NA

#### Changes Since 1974

Museum founded in 1975.

#### References

The Bank of Canada, The National Currency Collection and the Bank of Canada Currency Museum, Ottawa: 1980.

CANADA COUNCIL

Primary Responsibility: Financial and advisory services for the arts.

Leisure Involvement

Mandate: Leisure aspects of the arts, and the research and training of leisure related professionals.

Agency Inclination: Supportive.

Orientation: Urban, cultural and professional in general, due to the concentration of arts facilities in urban areas, but attempts are being made to bring the arts to small communities. National.

Clients: Artists and their audience.

Trends: Due to financial restraints the Canada Council will continue to support it's existing programs however at this present time new pilot projects will not be considered.

The Canada Council was created by an Act of Parliament in 1957 "to foster and promote the study and enjoyment of, and production of works in, the arts." Working with the assistance of advisory panels for the arts, the Council offers a wide-ranging program of financial assistance and special services to individuals and organizations throughout Canada.

In the Arts Program, the Council assists professional artists individually in fields of music, opera, dance, theatre, film, video, audio and performance art, visual arts, photography and writing. Included in the artist category are those whose contribution is essential to the art, such as theatre directors or music conductors. Grants available are in the following categories: "A" and "B", short term, travel and project costs. Arts Grants "A" include the areas of creative writing, dance, film, music and theatre to name just a few. Arts Grants "B" include subject areas such as architecture, arts administration, dance, video, and visual arts. The Arts Awards Service composed of independent professional artists assess grant applications in their areas of expertise. Assessing grant applications may encompass anything from reading the applications to screening films, listening to tapes or conducting auditions. Artistic organizations are also given substantial support in similar fields as the individual artist. Operational expenses and travel are assisted. The program of support to individual artists changes with the times, reflecting the evolution of new art forms and

increasing awareness of particular needs in various disciplines. Each year the Canada Council also offers a number of prizes and special awards in the cultural field. In 1979-80 the Canada Council awarded 41,795 grants for the arts amounting to \$42 million dollars.

The Council is also responsible for the operation of the Federal government's program of aid to the literary field. Designed to promote Canadian interest and participation in literary creation, production and dissemination, and in the promotion of readings, the Council provides support to Canadian publishers to permit the publication of more Canadian works, makes grants for translation of Canadian works, and offers funds for the purchase of Canadian works to be distributed free in underprivileged areas of Canada, and abroad. Aid will also be given to exhibit Canadian books abroad.

The Canada Council Art Bank is a collection of nearly 10,000 contemporary Canadian works which are rented to government and other non-profit organizations for display in public areas.

In order to stimulate rentals and increase interest in Canadian art the Art Bank holds rental exhibitions each year in different Canadian cities where the public and potential clients can view a substantial number of works from the collection. The Bank also continues to loan many works for exhibitions organized by other institutions, thus serving as an active "lending library" of contemporary art. The Art Bank is a source of income to the Canada Council. In 1979-80 \$318,218 dollars were raised by art bank rental fees.

The Explorations Program is a "once-only" grant program aimed at national, regional or provincial projects which promise to enrich the cultural and artistic life of Canada. Explorations are not directed toward exclusive professional people. Anyone may apply, providing the projects concern Canadian situations or subjects and are non-profit in nature. Emphasis is placed upon local history and local culture.

The Touring Office promotes tours of performing arts in Canada so as to provide more people with access to such works. A booking and coordination service, in cooperation with sponsors and commercial services will arrange tours for Canadian artists in Canada and abroad. As well, some major foreign attractions will be assisted. Information on tours, facilities and attractions will be maintained. Consulting services will assist artists and communities in presentations. Limited tour subsidies are provided to Canadian performers.

The Canada Council has a Research and Evaluation Section which assesses the performance of its activities and sets policies and new directions.

The Canada Council is a major source of financial support to the arts. The Canada Council receives its revenue from the federal

government and from the interest on it's endowment fund which was established in 1957 when the Canada Council was established. Although the federal governments grants continue to increase in current dollar terms, in constant dollar terms, resources available to the Arts through the Canada Council in 1979-80 were about the same as they were in 1975.

#### Financial Information 1980-81

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Arts	48,583	
Administration	4,210	
TOTAL	\$52,793	215
Less Funds Available from Endowment, Cancelled Loans, and Income Held Over	8,781	
TOTAL ESTIMATE	\$44,012	

#### Changes Since 1974

Humanities and Social Science programs no longer come under the auspices of the Canada Council, they have their own council.

#### References

Canada Council, Aid to Artists, Ottawa: 1980.

\_\_\_\_\_, The Canada Council 23rd Annual Report 1979-80,  
Ottawa: 1980.

\_\_\_\_\_, The Future of the Canada Council, Ottawa: 1980.

#### Contacts

M. Pierrard, Information Officer.





## CANADA MORTGAGE AND HOUSING CORPORATION

Primary Responsibility: To assist in urban and residential development in Canada.

### Leisure Involvement

Mandate: Leisure opportunities as part of urban and residential areas.

Agency Inclination: Supportive; but does initiate some services (eg. research).

Orientation: National and urban.

Clients: Provincial and municipal governments; citizens, some businesses.

Trends: Social concerns appear to be taking greater prominence.

Canada Mortgage and Housing Corporation is the principal agent of the federal government in its pursuit of housing objectives, and in this role the Corporation administers the National Housing Act. This includes direct involvement in lending and mortgage insurance programs; the management of social housing and related programs; the administration of grants, contributions and subsidies; policy advice to government; and activities related to research, demonstration projects and housing standards, as well as negotiations with provincial housing agencies. Some of the more relevant program areas are considered here.

### Subsidized Housing

At the beginning of 1979 the federal government, through CMHC, was committed to providing annual operating subsidies on a long-term basis for 206,000 dwelling units under the public housing and rent supplement provisions of the National Housing Act. These dwellings were in addition to the units in non-profit and cooperative housing projects and those financed under AHOP and ARP. Although the funds are provided for housing developments, they also have an impact on recreation in the sense that certain areas of the projects are allocated to recreational facilities. Under the Non-Profit and Cooperative Housing Programs, commitments more than doubled in 1979, up from 8,027 to 18,318 dwelling units. This increase reflected a policy change underlying the NHA amendments of early 1979; namely the increased emphasis on the provision of subsidized housing by means of the Non-Profit and Cooperative Housing Programs, rather than through the traditional public housing programs.

Grants and contributions are also made by CMHC to assist rural and native housing groups, non-profit corporations, and cooperative housing associations, in the provision of social housing under the NHA. This takes the form of sustaining grants for community resource organizations, start-up funds, and training assistance.

#### Residential Rehabilitation (RRAP)

This program provides funds to assist in the improvement and repair of substandard dwellings. Those eligible for assistance include home owners in selected municipalities who meet property conditions and income criteria, landlords in selected municipalities who agree to rent controls, and non-profit corporations and cooperatives. In 1979, actual approvals for the year related to 32,689 units. Of these, 15,479 units were for Rural and Native Housing.

#### Research and Demonstration

CMHC communicates to the general public the results of its research on housing and related matters, together with other information which contributes to improved public understanding and action in housing and community planning. The Demonstration Program tests new concepts of accommodation and community design.

#### Children's Environments Advisory Service (CEAS)

This service attempts to improve the quality of residential environments for Canadian families with children through research and the development of design guidelines and innovative solutions to physical design and the delivery process. CEAS develops standards and guidelines that apply to all family housing projects built under the NHA and operates a resource service through regional/provincial CMHC offices.

Two programs which are no longer in existence are worth noting due to their impact on social and recreational planning.

#### Community Services Contribution Program

This program was established in 1979 to provide for federal contributions to be allocated provincially to support municipal expenditure on a range of community services. This program replaced several earlier NHA programs which provided for neighbourhood improvement, sewage and water installations, and grant incentives to municipalities to encourage the construction of modest housing. The full amount of \$150.3 million was committed during 1979. Because the majority of funds for this program were devoted to structural

improvements in municipalities, its cancellation at the end of 1980 had little effect on the social and recreational aspects of housing.

#### Neighbourhood Improvement Program (NIP)

This program originated in 1974 and ended in 1978. The federal government would provide the provinces with funds to pay for 50% of a project. The provinces, in turn, would allocate the funds to municipalities. The majority of funds were used for social and recreational purposes such as parks, playgrounds, tennis courts, and swimming pools. During the four year period the federal government committed \$200 million to this program in which more than 300 municipalities were involved in approximately 400 projects.

The cancellation of NIP had much more of an impact on the recreational aspects of communities than the Community Services Contribution Program. Although there are no programs replacing these two projects at the present time, CMHC is presently considering the possibility of implementing a new program in the future.

Informal communication exists with all levels of government, including federal departments.

#### Financial Information

Not available

#### Changes Since 1974

The Neighbourhood Improvement Program is no longer in existence. The Housing for Indians on Reserve Services is now under the Rural and Native Housing.

The terms of the Residential Rehabilitation Assistance Program have changed. The maximum loan per dwelling today is \$10,000 versus \$15,000 in the past.

The Ministry of State for Urban Affairs has disbanded.

#### References

Canada Mortgage and Housing Corporation, Annual Report 1979, Ottawa: 1979.

#### Contacts

Z. Kjarstad, ICOM, Information and Media Relations.

Polly Hill, Children's Environment Advisory Service.





## CANADIAN BROADCASTING CORPORATION

Primary Responsibility: To provide a national broadcasting service extended to all parts of Canada in both official languages. It must also contribute to the exchange of cultural information and provide an avenue for the expression of the Canadian identity.

### Leisure Involvement

Mandate: Cultural aspects of programming.

Agency Inclination: Initiative, promotional and supportive of Canadian programs.

Orientation: Predominantly national with programs in English and French and a recognition of the special needs for certain geographic regions.

Clients: All users of radio (AM & FM) and television. The CBC reaches all communities of population 500 or more (approximately 99% of all Canadians).

Trends: To increase the quality and quantity of Canadian content in programming and to increase the reflection of regional, linguistic and ethnic identities in Canada.

By authority of the Broadcasting Act the Canadian Broadcasting Corporation provides a national broadcasting system in television and radio (AM & FM). The philosophy behind the CBC requires that it should provide a reasonable, balanced opportunity for the expression of differing views on matters of public concern, and also for the provision of information services, entertainment and enlightenment. The CBC is also required to be in English and French, and to serve the special needs of geographic regions, enabling the exchange of culture and contributing to the development of national unity.

The CBC network is composed of a variety of elements. For both television and radio (AM and FM) there are CBC-owned stations, CBC-owned relay and rebroadcast transmitters, private affiliated stations and private or community-owned rebroadcast transmitters. The total number of outlets of these types for television is 556 English, 182 French; for AM radio, 406 English, 178 French; and for FM Stereo radio, 17 English, 6 French.

Another element to the CBC network is the Northern Broadcasting service. It is designed to meet the special needs of northerners - Inuit, Dene, Metis and non-native. Each of five radio production centres in the north prepare programs for its own area, and often produce in the area's most dominant language. The service provided is a combination of national and northern-produced programs.

Radio Canada International (RCI) is the CBC's shortwave broadcasting unit. The department of External Affairs develops policies which form the basis for decisions on RCI target-area and language priorities but the CBC maintains full responsibility for the programming and editorial policies of RCI. Radio Canada International broadcasts in eleven different languages.

The future holds a few problems for CBC television, as improved technology in the field of direct satellite transmission and fibre optics will expose Canadian viewers to an even greater range of American programming (right now two out of every three hours of English television are foreign, mostly American - 75% in English Canada and 40% in French Canada). To combat this problem the CBC will attempt to make the Canadian Broadcasting system more Canadian by increasing the quality and quantity of Canadian programming. For this purpose the CBC has proposed a second network of English and French channels to be called CBC-2. This would allow more air-time to be made available for Canadian material and to provide viewers with a more serious and specialized program mix.

An additional problem envisaged in the near future is that of pay television. Already in use in the U.S.A., the new system could add to the influx of American material to Canada if it is allowed to operate. For this reason, the CBC would like to see pay TV controlled by all national networks. In addition, proposals have been made to the CRTC that pay TV be a non-profit enterprise with revenues flowing into the production of Canadian programming. Pay-TV would then provide a new market for Canadian films and productions.

Priorities for the future, then, are to increase Canadian content levels in current television programming, to proceed with CBC-2, to encourage production in Canadian drama, documentary and arts and science programming and finally, to continue to increase the reflection of regional, linguistic and ethnic identities in Canada.

Financial Information, 1980-81

Activity	\$1000s		PY
	TV	Radio	
English Language			
Network	131,819	30,573	
Regional	86,093	31,967	
French Language			
Network	115,029	21,013	
Regional	24,292	16,033	
Distribution	79,477	29,995	
Sub-Total	436,710	12,958	
Operational Management and Services	65,844		
Selling Expenses	29,291		
Radio Canada International	10,119		
Corporate Engineering Services	5,645		
Corporate Management Services	26,603		
TOTAL	703,793	12,232	
Less			
Revenue and Non-Cash Expenses	174,831		
Plus			
Capital Expenditures	48,500		
TOTAL COST OF PROGRAM	577,462		

Changes Since 1974

Extension of service to all communities of 500 people or more.

Greater amounts of Canadian content in programming.

References

Canada. The Broadcasting Act R.S.C. 1970, Ottawa: 1970.

Canadian Broadcasting Corporation, Annual Report 1979-80, Ottawa: 1980.

Contact

Finlay Payne, Head, Program Policy.



CANADIAN FILM DEVELOPMENT CORPORATION

Primary Responsibility: Encouragement and support for development of the Canadian feature film industry.

Leisure Involvement

Mandate: Promotes creation of entertainment films for distribution to the commercial movie theatre network.

Agency Inclination: Investment and distribution support, promotion and regulation.

Orientation: National and international.

Clients: Professional film personnel and, by implication, their theatre audiences.

Trends: A tightening of application review procedures to ensure bona fide Canadian content in all aspects of film production; a review of co-production policy and procedures.

The Canadian Film Development Corporation (CFDC) was established to assist in the creation and promotion of a commercially viable feature film industry as an instrument of the cultural life of Canada. Toward this end, CFDC engages in film investment, development and promotion activities.

In line with a new strategy developed in 1978, CFDC adopted an investment policy which is implemented via three production programs. For all three, funds are ordinarily advanced on a matching basis with the applicant film producers. Investments are made only where the production groups are deemed to have the necessary managerial, technical and marketing skills.

Through the Development Program, CFDC advances funds to producers to prepare scripts, develop budgets, hire directors and performers and raise production funds. Advances normally do not exceed \$100,000 and are to be repaid with interest and fees when the necessary production funds are raised. CFDC retains an interest as a profit participant even after it is reimbursed for the development loan.

The Interim Financing Program permits loans to producers to enable them to begin projects early in the year before permanent financing is normally available. Investments do not exceed 50% of the required

funds; the approved amounts ordinarily range from \$150,000 to \$250,000. Again, under this program, the corporation retains a profit interest after the interim loan is repaid.

Under the Equity Investment Program CFDC invests funds in a number of films either of cultural significance or that showcase promising new talent. Investment - always less than 50% of the cost of a film - is usually between \$150,000 and \$200,000. CFDC's return on all investments depends, of course, upon the commercial success of the supported films. Consequently, the screenplay is reviewed initially for both commercial and artistic merit.

The Canadian Film Development Corporation is taking steps to ensure that Canada's film industry rests in the hands of Canadians. The manner and level of support given to Canadian-foreign co-productions is currently under review. The corporation's aim is to have indigenous producers, actors, directors and screenwriters mature artistically and be acknowledged internationally for their craftsmanship in film-making.

As an incentive to the Canadian cinema industry, films deemed to have sufficient (within explicit guidelines) Canadian input are Eligible for a 100% capital cost tax write-off. CFDC coordinates with the Film Certification Office, Arts and Culture Branch of the Department of Communications, to ensure certification is granted for films in which it invests.

#### Financial Information, 1980-81

Activity	\$1000's	PY
Administration	908	22
Investments, Loans, Promotion & Distribution	11,778	
<u>TOTAL EXPENDITURES</u>	<u>12,686</u>	<u>22</u>
Less Expected Returns & Advances	8,593	
<u>TOTAL ESTIMATES</u>	<u>4,093</u>	

#### Changes Since 1974

Increased investment in film production.

Active role in encouraging greater distribution of Canadian films.



Replacement of the Low Budget Program and the Program for Feature Films by the Development, the Equity Investment, and the Interim Financing Programs.

Reference

Canadian Film Development Corporation, Annual Report 1979-80,  
Montreal: 1980.

Contact

L. Saint-Louis, Information Officer.



## CANADIAN GOVERNMENT OFFICE OF TOURISM

Primary Responsibility: To promote orderly growth and efficiency in the tourism industry at home and abroad and to encourage the use of services of other federal government departments and agencies where appropriate.

### Leisure Involvement

Mandate: Tourism.

Agency Inclination: Promotional and supportive in national and regional tourism development programs (also an element of control through ministerial co-signment of financial sub-agreements with provincial governments and DREE).

Orientation: National and regional.

Clients: Provincial governments and other federal government agencies for coordination of tourism policy and financial support; the tourist industry as a user of federal expertise in finance, planning, information services; and tourists as consumers.

Trends: Continued trends in federal cutbacks to its agencies will likely result in the cutback in CGOT support agencies.

The Canadian Government Office of Tourism is an agency of the Department of Industry, Trade and Commerce and provides many services through its four branches: Tourism Marketing; Tourism Development; Policy, Planning and Coordination; and Administrative Services. The Travel and Industry Development Branch has been eliminated, due to cutbacks in federal funding.

The Tourism Marketing activity seeks to identify target groups in markets of high potential for travel to Canada; to promote Canada's facilities for meetings, provide incentive to travel; and to create a greater awareness of the importance of tourism to the economy. This branch has offices in nine countries which coordinate their efforts with the complimentary programs of the provinces, territories and elements of the private sector.

The Tourism Development Branch works to ensure that Canadian

tourism products (attractions, facilities and services) are increasingly competitive in attracting, receiving and catering to the needs of visitors. The branch also identifies "supply" or development problems constraining Canadian tourism or the efficiency and effectiveness of the Canadian tourism industry. Tourism Development will work with industry and other levels of government to develop solutions for these problems. The branch maintains direct connections with the provinces through federal-provincial conferences on tourism. This contract is augmented by Regional Tourism Development officers located in ITC offices across Canada.

The Program Management and Administration activities provide direction to the CGOT and the Tourism Program as a whole through the Policy, Planning and Coordination Division, and the Administrative Services Division. It ensures on-going research support in terms of supply, demand, cost benefit and impact studies. Its objectives include establishment of a tourism data base, to plan, develop and recommend policy and to provide general coordinating administrative services supportive at CGOT's policies and program objectives. In this vein, a new "National Tourism Plan" has been announced which is an amalgamation of federal and provincial inputs from tourism industry representatives and all levels of government.

Trends for the future seem to indicate that government cutbacks in spending will force CGOT to shut down some of its supportive agencies. In general, CGOT will continue to ensure the well-balanced development of tourism across Canada and to establish a national focal point for the provision of tourism expertise, data, information, funding and technology across Canada.

#### Financial Information 1980-81

Activity	\$1000's	PY
Program Management	4,067	84
Tourism Development	1,358	28
Tourism Marketing	23,704	90
Contributions to Employee Benefit Plans	979	--
TOTAL ESTIMATES	30,108	302
Add Free Services Provided by Other Departments	902	
TOTAL COST OF PROGRAM	\$31,010	

#### Changes Since 1974

Travel and Industry Development Branch has been eliminated.

The National Tourism Plan has been created as a type of coordinating policy.

References

Canadian Government Office of Tourism, Tourism Program and the Canadian Government Office of Tourism, Ottawa: 1980.

Contact

Gordon Taylor, Assistant Director, Research and Analysis, Policy, Planning and Coordination Branch.





CANADIAN NATIONAL CORPORATION

Primary Responsibility: To operate commercially successful marine, trucking, hotel, telecommunications, rail and express services. The major leisure services provision is through the Hotels Division.

Leisure Involvement

Mandate: Hotels, bars, restaurants and other facilities for the enjoyment of travellers and local residents.

Agency Inclination: Provision of facilities which meet recreational as well as accommodation and convention needs of its clientele.

Orientation: Local and regional within a national network of hotels.

Clients: Business travellers and tourists, community residents.

Trends: Further streamlining of administrative and operational procedures to improve the net profit profile.

Canadian National's passenger rail services were turned over to Via Rail in 1977. Since that time, any leisure services provided by the CN corporation have been largely through the Hotels Division (which has responsibility for the CN Tower in Toronto). Provision for leisure opportunities may also be considered to be a function of CN's ferry operations.

In 1980 Canadian National operated five hotels, each a prominent landmark in its respective locale, across Canada. These hotels were, from east to west, the following: the Hotel Newfoundland, the Nova Scotian, the Beausejour, the Chateau Laurier, the Hotel MacDonald and Jasper Park Lodge. Two others - the Queen Elizabeth Hotel and the Hotel Vancouver - are operated for CN by Hilton (Canada). The Hotels Division is also responsible for the operation of Place Ville Marie Restaurants in Montreal.

Each CN hotel provides its clientele with extensive dining and beverage rooms, night entertainment and, often, exercise facilities (sauna, swimming pool, etc.). Generally, each hotel is centrally located and is a focal point in the community in which it is situated.

Consequently, each establishment is usually an arrival and departure point for airport limousine services, or for tours of the city or other attractions.

The CN Tower, a unique tourist attraction in Toronto, annually hosts about two million visitors to its observation decks. Signals for six FM radio and five television stations are transmitted from the Tower mast.

Canadian National also operates ferries in several Eastern Canada locations, providing an important service to Canadians and visitors travelling throughout the Maritimes.

#### Financial Information, 1979

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Hotels and Restaurants (30% apportionment for leisure-related services)	450 (net loss)	334

#### Changes Since 1974

Sale of the Hotel Fort Garry in Winnipeg.

Opening of the CN Tower.

#### References

Canada, Organization of the Government of Canada, 1978-79, Ottawa: 1979.

Canadian National, Annual Report 1979, Montreal: 1980.

### CANADIAN PENITENTIARY SERVICE

Primary Responsibility: To administer criminal sentences and assist rehabilitation of inmates.

#### Leisure Involvement

Mandate: Leisure opportunities for inmates and the use of leisure for rehabilitation.

Agency Inclination: Promotes community-penitentiary leisure programs.

Orientation: National.

Clients: Society generally, and inmates.

Trends: As penitentiaries become more rehabilitative, additional leisure services are likely. Policy has been designed for the development of specific recreational facilities to be included in all new penitentiaries.

The basic objectives of the Canadian Penitentiary Service are to administer criminal sentences and to provide assistance to aid offenders in rehabilitation. One of the primary objectives of leisure programs in the institutions is to parallel them to programs available in the community. Proper rules and regulations placed on inmates reflect the similar expectations placed on users in the community. Inmates are involved in all aspects of the program design and implementation. The staff endeavours to enforce high standards of safety, conduct and quality of participation. Both inmates and staff share the responsibility of running the programs.

Activities provided by Social and Cultural Development include active sports such as volleyball, basketball, tennis and weightlifting. Organized inmate support teams participate in institution leagues as well as in community leagues. There are special events such as family day, barbeques, dances and banquets. There are courses and clinics for nutrition, coaching and officiating. There are programs offered in stained glass, pottery, leatherwork and beadwork. The program is generally conducted during leisure time but selected activities may be conducted as special work programs or may develop into cooperative ventures. Inmate and community members are involved in stage productions and in the institutions either as general theatre or for seasonal events. Inmates work with the handicapped and mentally ill on a one to one basis and also through the organization and implementation of special

activities.

Many community groups and service groups such as the Jay Cees have their counterparts in the institutions.

The Penitentiary Service and the National Parole Board recognize the need for inmates to feel comfortable within the community upon release. Leisure opportunities, especially those integrated with community life, can ease the strain of such an adjustment. Recreation can, in that sense have a rehabilitative effect as well as improving the quality of life within the institution itself.

No specific committees or conferences are held between the provincial governments and the federal government in relation to services provided by penal institutions. However, through informal communications the federal government is aware of the services that the provinces have and is also aware of what services are provided in federal penitentiaries across Canada. Some programs are offered in federal penitentiaries in one province that are not offered in others.

#### Financial Information 1980-81

Activity	\$1000's	PY
Education, Training and Employment of Inmates (Leisure Estimated @ 33%)	\$14,253	216

#### Changes Since 1974

Canadian penitentiary services are presently involved in developing a resource centre where information about all programs offered in penitentiaries across Canada will be available. This Resource Centre will be located in Ottawa.

#### Contacts

M. Jubenville, Offender Services.

S. Martin, Community Resources and Special Programs.

CANADIAN RADIO-TELEVISION AND TELECOMMUNICATIONS COMMISSION

Primary Responsibility: To regulate and supervise all aspects of the Canadian broadcasting system and telecommunications.

Leisure Involvement

Mandate: Regulation of radio and television which are large influences during leisure time.

Agency Inclination: Control and regulation to fulfill broadcasting policy.

Orientation: National in scope with special efforts to reach all Canadians in all parts of Canada.

Clients: All consumers of radio (FM & AM), television, cable television, tele-communications.

Trends: Continued active role in regulation, with special concern over service to remote areas, pay television and CBC-2.

The CRTC was created (by authority of the Broadcasting Act) to regulate and supervise all aspects of the Canadian broadcasting system with a view to implementing federal broadcasting policy.

The policy recognizes that the broadcasting system (publicly and privately-owned) should strengthen cultural, political, social and economic elements in Canada. The system should provide a balance among information services, enlightenment and entertainment and should be predominantly Canadian in content.

Regulations have been established for television, cable television, radio broadcasting and telecommunications. Through these regulations the CRTC implements broadcast policy. For example, there are requirements each station (television and radio) must meet with regard to the amount of Canadian content in material aired. The Broadcasting Act also requires the CRTC to hold public hearings in connection with the issue, renewal, revocation, or suspension of a broadcasting licence. Public hearings are held regionally by the Commission and allow for public participation.

An important issue being evaluated by the commission is the extension of service to remote areas of the country. Currently under consideration is the feasibility of direct satellite use. Homeowners could have their own signal reception dishes for direct contact with the



satellite or a community dish could be used for reception and programming would be distributed to homes by a system of wiring from the dish. Costs of these alternatives are exceptionally high and the Commission is still researching possibilities.

Another issue under consideration is that of pay television. Reports released by CRTC study groups have recommended the establishment of pilot projects in selective representative market areas to test pay television. Effects on fragmentation of audiences, language, film producers and other variables could be studied and appropriate recommendations could be made. Public hearings are now being conducted concerning this issue.

The CRTC is now evaluating a proposal by the Canadian Broadcasting Corporation (CBC) for the creation of a new network: CBC-2. This proposed network is the response of the CBC to the problem of American domination over programming. CBC-2 would provide more time for Canadian material and allow for greater detail in the examination of current issues affecting Canadians. Both CBC-2 and pay-television could be important assets to Canadian broadcast policy if they are designed properly. The CRTC will continue to analyse these complex issues until a suitable solution is settled upon.

#### Financial Information 1980-81

<u>Activity</u>	<u>\$1000s</u>	<u>PY</u>
Administration	6,857	152
Policy and Evaluation	2,615	73
Operations	8,212	206
<u>TOTAL EXPENDITURES</u>	<u>17,684</u>	<u>431</u>
Less		
Revenue from broadcasting and cable		
TV licence fees	13,300	
Add		
Services provided free by other		
departments	1,968	
<u>TOTAL COST OF PROGRAM</u>	<u>6,217</u>	

#### Changes Since 1974

CRTC now regulates telecommunications.

Studies initiated into areas of new technologies and how these advances will affect Canadian culture.



References

Canada, The Broadcasting Act R.S.C. 1970, Ottawa: 1970.

Canadian Radio-Television and Telecommunications Commission, Annual Report 1979-80, Ottawa: 1980.

Contact

Helen Murphy, Director, Information Services.



## CANADIAN TRANSPORT COMMISSION

Primary Responsibility: To promote the coordination of all operations by carriers engaged in transport under federal jurisdiction through effective economic regulation, research and participation in policy development; and with respect to rail, to foster optimum development of safety regulations.

### Leisure Involvement

Mandate: Control of bus, rail, ship and airplane fares and services affects tourism.

Agency Inclination: Regulation and control.

Orientation: National.

Clients: Commercial transport industry and its patrons.

Trends: Continued regulation and control of federal transport policies.

The Canadian Transport Commission (CTC) is a court of record and its decisions are binding. Although the CTC does not develop its own policy, it acts as the legal agency to implement and regulate the policies created by the Department of Transport.

The powers and duties of the Commission are assigned on the basis of committees and branches. There are seven committees, five of which regulate air, rail, water, motor vehicle and commodity pipeline. Each branch specializes in traffic tariffs and research. The air, rail and water committees have specific relevance in the leisure area.

The Railway Transport Committee has jurisdiction over rail transport to which the Railway Act applies. Its mandate includes railway construction, location, abandonment, tariffs and safety.

The Air Transport Committee is responsible for administering the Aeronautics Act, which applies to any person who operates a commercial air service in Canada. It regulates licencing, air carrier classification, commercial air carrier traffic tolls and tariffs.

The Water Transport Committee has jurisdiction over water transport as prescribed by the Transport Act, which applies to all transport of goods and passengers by ship from one Canadian port or place to another within selected geographical areas.

The Motor Vehicle Transport Committee administers motor transport provisions of the National Transportation Act and has administrative responsibilities under the Atlantic Region Freight Assistance Act and the Lord's Day Act. The Committee is primarily engaged in processing and ruling on applications from motor vehicle carriers for the transport of goods on Sundays.

The Commodity Pipeline Transport Committee, under Part II of the National Transportation Act, has jurisdictional responsibility over the construction and operation of commodity pipelines, which either connect or extend beyond provincial boundaries.

The last two committees, the International Transport Policy Committee and the Review Committee, deal with facets of transport at the international, national and intergovernmental level and with review of Commission decisions and orders, respectively.

The Commission no longer regulates telecommunications. This function has been shifted to the CRTC (Canadian Radio-Television and Telecommunications Commission).

The CTC closely coordinates its activities with the Department of Transport and also conducts informal meetings and hearings with other levels of government (provincial and municipal) on issues of transport policy. The CTC will continue to actively regulate and control the various aspects of federal jurisdiction in transport.

#### Financial Information, 1980-81

Activity	\$1000's	PY
Regulatory and control*	57,049	90

\*25% of the total expenditures are used because relevant leisure committees comprise only part of the regulatory activities.

#### Changes Since 1974

CTC no longer regulates telecommunications (done now by the CRTC).

#### References

Canadian Transport Commission, The Thirteenth Annual Report of the Canadian Transport Commission 1979, Ottawa: 1980.

#### Contact

M. Traversy, Information Officer.

## COMMUNICATIONS

Primary Responsibility: General policies concerning the use, and development of communications in Canada.

### Leisure Involvement

Mandate: Development of new technologies for telecommunications, cultural aspects of broadcasting and other media, and the licensing of amateur radio operators.

Agency Inclination: Supportive and initiative through policy development, regulation and control.

Orientation: National; sectoral (industry).

Clients: All users of telecommunications, television, radio; public interest groups, and the communications industry; patrons of the arts.

Trends: Explosive development of direct satellite links for remote communities, Telidon, and other forms of communication.

The Department of Communications (DOC) was established in 1969 as a result of the government's awareness that communications policies, already affecting the lives of many Canadians, would become even more significant in their impact in the future. New technologies are precipitating sweeping changes in the way Canadians communicate with one another and will have profound effects on institutional structures, culture and personal lives. The department not only acts as a catalyst in the development of these technologies but, at the same time, assesses their impact and develops policies for their orderly introduction.

There has been increasing interest in the communications field by both federal and provincial levels of government (as evidenced by several federal/provincial conferences of communications ministers).

The communications industry itself is large and complex. There is a mixture of private and public ownership and a mixture of federal and provincial regulation. The system of communications comprises satellites, earth stations, microwave networks, coaxial TV cables and telephone lines along with radio and television stations and receivers. These systems are increasingly becoming interconnected to provide new and expanded services.

Because the field of communications is so complex and diverse, the

department finds itself engaged in a wide range of programs and activities across the nation. At its research centre west of Ottawa, scientists and engineers develop, perfect, and evaluate new technologies. Across the country, the department ensures that the radio frequency spectrum - an essential, limited natural resource used by amateur radio enthusiasts and citizen band radio operators, as well as regular commercial users - is put to the most effective use. The department is now conducting research into possible expansion of capacities of frequencies already in use, to open new portions of the radio spectrum to communications and, to evolve policies that offer the most satisfactory compromises between demands of actual and potential users.

The Department of Communications introduced two new developments to provide computer link-ups for users on the move. They consist of advanced video terminals and software designed specifically for use by police and taxis but with many other potential applications. DOC is also working in cooperation with the National Research Council, associations for the handicapped, and private industry, on projects such as the Visual Ear and the Braille terminal to meet the communications needs of the hearing, sight and speech impaired.

The Arts and Culture Branch was recently transferred to the Department of Communications, from the Secretary of State. It is divided into three divisions: Cultural Industries; the Performing and Visual Arts, Museums and Heritage; and Broadcasting.

The Cultural Industries Division includes film, book and periodical publishing, postal rates and classification affecting cultural products, records and crafts. Its primary objective is to promote increased access by Canadians to Canadian cultural products by ensuring the development and growth primarily of Canadian-owned and controlled cultural industries. The Division provides subsidization for these industries, expertise in consultation, and provides liaison for these industries with the other agencies formerly reporting to the Secretary of State: the Canada Council, the National Arts Centre, the National Museums of Canada, the Public Archives of Canada, and the National Library. These agencies now all report through the Minister of Communications.

The second division was established to ensure the development of federal policy to increase the range and quality of professional performing and visual arts by and for Canadians through grants and other means of assistance and encouragement. It is also concerned with museum services and the promotion of increased Canadian access to, and participation in, the acquisition, conservation and exposition of their cultural heritage. It will achieve these objectives through policy recommendations.

The third division, Broadcasting, provides advice on the



development of policies to strengthen Canada's broadcasting industry, programming and services.

Related to the Arts and Culture Branch of the Department of Communications is the "Federal Cultural Policy Review Committee". This Committee was established by the Government of Canada to examine current federal cultural policies and programs, to study the needs and opportunities that lie ahead, and to recommend future directions. The Review Committee has established two phases for its work. The first, now underway, includes an invitation for briefs and submissions from all interested Canadians and a series of public hearings across the country in order to find out problems, needs and a vision of the future. A summary of the ideas and suggestions which emerge from the hearings will be published and made available to the House of Commons.

The second phase will involve the research and reflection of the Review Committee. Its findings from the hearings will also help shape the Committee's final report and recommendations to the Minister of Communications. The Reports of the Review Committee are intended to stimulate public discussion and to assist the preparation of a White Paper on Cultural Policy, scheduled for publication in 1982.

A program called "A Special Program of Cultural Initiatives" has also been created to meet urgent cultural needs which must be addressed before the Federal Policy Cultural Review Committee issues its recommendations. This program addresses the needs of professional performing arts organizations in a deficit, provides assistance to specific management development projects in cultural institutions and also provides capital assistance to performing arts institutions and those cultural institutions which conserve objects and exhibit them to the public. The last component of this program will assist special cultural activities, national in character or significance.

Perhaps the most exciting fields of interest of the department involve future development of projects such as Telidon and innovations into the use of satellites. Because of its harsh climate and scattered population centres, Canada is reaping particularly useful benefits from the three Anik A satellites operated by Telesat Canada. But these satellites cannot easily or economically provide service to smaller, more remote communities. For this reason, DOC is continuing its exploration and development of new communications services by satellite through its Anik B satellite program, testing the utility, desirability and cost effectiveness of these services. These experiments are expected to lead to new commercial services by the Anik C or Anik D satellites. DOC is heavily committed to supporting these projects by providing specialized technical support in reliability analysis and spacecraft testing. The desired outcome is for TV transmission (by high powered satellites to

every small low-cost earth stations) to give high quality reception and to reach any area in Canada. In addition, a more uniform quality of service will be possible than with conventional terrestrial means of television distribution and transmission.

In August 1978, DOC announced the introduction of an advanced interactive system called Telidon. This project involves the transmission of complex images over switched telephone lines. By adding a special interface device and keypad to an ordinary TV set, Telidon enables users to dial up text or graphic information stored in any number of computers. DOC predicts that affordable Telidon terminals will soon be available providing a broad market for the hardware and for computer-stored information services, ranging from weather reports and airline schedules, to complete university courses available on demand. Telidon has the potential for many business applications. It could also be used in the home to calculate budgets, store important family data, do school work, or for recreation such as computer games. More advanced Telidon terminals will provide direct terminal-to terminal communications.

The complexity of the issues with which the department deals requires maximum feedback from various segments of the community so that decisions can be made with regard to policies and strategies. Along with the Federal Cultural Policy Review Committee, two specialized groups continually review communications issues and make recommendations for future action. These groups are the Communication's Research Advisory Board (CRAB), an independent body with formal responsibility to advise the Deputy Minister of Communications; and an organization called Project Delta, a forum for the discussion of communications issues. The latter brings together representatives of government, industry, labour and various citizens' groups in periodic seminars.

The new technologies will have profound effects on all aspects of everyday life. The Department of Communications will continue to encourage their development, helping Canadian industry remain a leader in this field. DOC will also continue to assess their impact and develop policy to ensure their orderly introduction.

Financial Information 1980-81

Activity	\$1000's	PY
Arts and Culture	17,507	55
Management of Radio Frequencies	27,615	963
Telecommunication Research	20,246	271
25% of Space Applications (Based on Proportion of Contributions to Telesat Canada)	9,243	68
TOTAL	74,611	1357
Less Revenue from radio station license fees and investments	16,493	
TOTAL LEISURE RELATED ESTIMATES	58,118	
Add cost of mailing provided free by the Post Office	146,300	
TOTAL COST OF PROGRAM	\$204,418	

This information does not include expenditures in the Special Program of Cultural Initiatives.

Changes Since 1974

Arts and Culture Branch, formerly associated with the Secretary of State has been transferred to the Department of Communications.

New programs designed to meet cultural needs.

References

Department of Communications, Annual Report 1977-78, Ottawa: 1978.

\_\_\_\_\_, Research and Development 1978-79,  
Ottawa: 1979.

Federal Cultural Policy Review Committee, Speaking of our Culture,  
Ottawa: 1980.

Contacts

L. Major, Secretary, Policy and Planning, Federal/Provincial  
Relations and Policy Co-ordination.

J. Thera, Director of Research and Statistics, Arts and Culture  
Branch.

P. Villeneuve, Information Officer.



CONSUMER AND CORPORATE AFFAIRS

Primary Responsibility: Consumer protection and corporate regulation.

Leisure Involvement

<u>Mandate:</u>	Protection of athletes and safety of leisure products.
<u>Agency Inclination:</u>	Control and Regulation.
<u>Orientation:</u>	National.
<u>Clients:</u>	General Public.
<u>Trends:</u>	Increase in leisure related activity is likely to continue.

The Department of Consumer and Corporate Affairs is responsible for and maintains control over, matters relating to consumers and the activities of corporations operation in Canada. It administers much of the legislation relating to consumer protection and the legal framework under which business operates.

The Bureau of Consumer Affairs ensures that consumer interests are represented in all government activities that affect the marketplace, and is involved with developing programs - often in co-operation with other government departments - for consumer protection and information. The Consumer Services Branch receives complaints from consumers relating to a wide range of dissatisfactions. The Branch continues the department's policy of making every effort to direct consumers towards the most appropriate source of assistance, rather than becoming directly involved in disputes.

Branch officials attend a series of inter-departmental meetings to represent the interests of consumers in deliberations which could affect the future structure and function of federal regulatory bodies.

The Product Safety Branch develops policies, legislation and field inspection programs to identify hazards in consumer products, regulate where necessary, and ensure that dangerous products are removed from the market. The Bureau enforces the Hazardous Products Act, which bans or regulates the sale of particular products that are not under the control of other specific legislation. Under the act, products that are dangerous in themselves or those that may constitute a danger because of common use can be banned from sale in Canada or can be regulated as to conditions of sale. Products presently being tested are face protectors for ice hockey and lacrosse players, life jackets, aerosol flammability,



coffee percolators, children's toys and children's sleepwear. Some children's toys can be sold only with safety information provided.

The Research Branch continues to conduct research on a variety of consumer related topics. The four major study areas are consumer finance, product quality and liability for defective products, consumer decision-making and complaint behaviour, and consumer energy conservation. The Research Branch tests products which might require regulation under the Act, including a wide range of sports and leisure equipment. Most of the testing is carried out at the manufacturing level in the field. Products may be purchased at the retail outlet to check that the safety standards are being met.

The Bureau of Corporate Affairs regulates the activities of the corporate entities operating in Canada and maintains control of those which do not fall under the supervision of a single province. Certain organizations that are involved in the leisure field come under the Bureau's jurisdiction, including national sporting bodies, national professional associations and a range of commercial recreation organizations.

#### Financial Information

Not available

#### Changes Since 1974

More research is being conducted on the safety of leisure products.

#### References

Canada, Hazardous Products Act. Ottawa.

Consumer and Corporate Affairs, Annual Report, Ottawa: 1980.

#### Contact

S.J. Doswell, Recreational and Children's Products.



CROWN ASSETS DISPOSAL CORPORATION

Primary Responsibility: Sale of surplus federal commodities and property.

Leisure Involvement

Mandate: Materials and property are sometimes sold for leisure use.

Agency Inclination: Supports federal, provincial, municipal, educational and religious agencies.

Orientation: National, urban and rural.

Clients: Other government agencies, public institutions, private business and citizens.

Trends: Likely to stay the same.

The Crown Assets Disposal Corporation, operating in much the same manner as a private business, provides specialized sales services to all government departments and many Crown Corporations, commissions and boards. The Corporation undertakes the sale of surplus, capital budget materials and property using an Offer-to-Purchase system. Offers can be submitted at any time and forthcoming sales are advertised. A priority is recognized on purchases, with federal agencies having first option followed by provincial then municipal to religious and educational agencies. Items not sold after this time are opened to competitive tender. Many small sales are handled at the regional offices, but large volumes are nationally advertised and bids from across the country are accepted. Leisure services provided by the Crown Assets Disposal Corporation have included the sale of vehicles, aircraft, land for parks or leisure purposes, aircraft hangers purchased by communities for skating and curling rinks. The Crown Assets Disposal Corporation currently holds public auctions of camping equipment, arts and crafts, plus Canadian Eskimo and Indian sculpture and art forms. The priority system of sales allows for public leisure agencies and the public at large to purchase these leisure products or to expand their leisure facilities.

Financial Information

Not available

References

Supply and Services Canada, Annual Report 1979-80, Ottawa: 1981.

Contacts

Mr. Chadwick, Purchasing and Administration Clerk.

## ECONOMIC COUNCIL OF CANADA

Primary Responsibility: To advise and recommend how Canada can achieve the highest possible levels of employment and efficient production in the medium and long term in order that the country may enjoy a high and consistent rate of growth and that all Canadians may share in rising living standards.

### Leisure Involvement

Mandate: Economic aspects of tourism and leisure.

Agency Inclination: Mainly supportive of other public and private interests, but does initiate studies of various kinds.

Orientation: National.

Clients: Federal government and the business community.

Trends: Likely to remain the same.

The Economic Council of Canada was established by statute in 1963 to be an independent, advisory Crown Corporation concerned with economic issues focussing on the medium and long term. The Council's duties relate to the study, analysis and clarification of economic conditions; and monitoring and advising on economic performance goals to aid public and private decision-makers in determining policies and action.

The Council, through its appointed membership, support staff and consultants can act on its own initiative or upon governmental recommendation, to advise on public policies, prepare a yearly review of economic prospects and produce studies and reports.

The Economic Council of Canada's seventeenth annual review entitled "A Climate of Uncertainty" deals with issues such as the risk of higher inflation, the effect of the worsened external environment, domestic oil pricing and the effect of investment.

Top priority now is given to achieving a better rate of growth in the real incomes of Canadians.

Policies designed to improve total income must be accompanied by policies that will address the issue of how that income is to be shared. Other issues of importance addressed by the Economic Council are fiscal

disparities in the federal-provincial fiscal system, better allocation of economic resources plus increasing energy supplies.

Through its interest in the economic situation in Canada, the Council recognizes the commercial aspects of recreation, tourism and leisure. Although no council investigations have focused specifically upon this aspect of the economy, a study of consumer expenditures was carried out which included individual expenditure on leisure services.

The Council's leisure involvement may increase in the future as governments and public agencies adjust their goals to accomodate social change.

The Council's involvement with provincial governments involves specific studies carried out upon request.

#### Financial Information

Not available

#### Changes Since 1974

At the time of the first study there was evidence of resistance within some sectors of society about high rates of economic growth. This resistance no longer exists as economic growth is a top priority issue.

#### References

Economic Council of Canada, Seventeenth Annual Review, A Climate of Uncertainty, Ottawa: 1980.

\_\_\_\_\_, Sixteenth Annual Review, Two Cheers for the Eighties, Ottawa: 1979.

#### Contact

D. Slater, Chairman of the Economic Council of Canada.

ECONOMIC DEVELOPMENT

Primary Responsibility: To formulate and develop new policies in relation to the Government of Canada that directly support the development of industry including secondary manufacture and resource and service industries.

Leisure Involvement

Mandate: Support for leisure-related programs and policies.

Agency Inclination: Supportive.

Orientation: Intragovernmental.

Clients: Various government departments, indirectly the general public.

Trends: Likely to remain in present role.

The Ministry of State for Economic Development peruses and analyses all programs and policies submitted by the various government departments for Cabinet consideration which operate through the economic envelope. This ministry would affect the leisure-related services provided by the federal government by either accepting or rejecting the policy proposals of departments such as Transport, Industry, Trade and Commerce, etc.

Financial Information

Not available.

Changes Since 1974

Ministry did not exist.

Contact

Information Officer





## EMPLOYMENT AND IMMIGRATION

Primary Responsibility: To improve the utilization of manpower resources and to regulate immigration and visitors entering Canada.

### Leisure Involvement

Mandate: Control of tourists entering Canada; promote employment projects, often involving leisure opportunities.

Agency Inclination: Promote programs and initiate job opportunities.

Orientation: Urban orientation, mainly due to concentration of population; national.

Clients: Unemployed persons; visitors to Canada.

Trends: Present roles will continue, although employment programs may change form and function.

The Department of Employment and Immigration is responsible for the attainment of national economic and social goals by realizing the full productive potential of Canada's human resources, while supporting the initiatives of individuals to pursue their economic needs, and more generally, their self-fulfillment through work. It is also responsible for administering the admission of immigrants and non-immigrants in accordance with the economic, social and cultural interests of Canada.

The objectives of the Canadian Employment and Immigration Commission's labour market programs are the establishment and maintenance of equilibrium in the labour market. Tools such as the Canada Manpower Mobility program and the Canada Manpower Industrial Training Program have been designed specifically to help the Canadian labour force to adapt to the structural changes in business and industry.

Employment training is a key instrument in the process of labour market adjustment. The Canada Manpower Training Program (CMTP) represents a major investment in upgrading and developing the nation's work force. Its objective is to help adults acquire the skills needed for better-paying, steadier and more satisfying jobs. This service has placed qualified personnel in several categories of leisure services, from hunting and fishing outfitters to recreation facility management.

The Canada Works Program creates short-term jobs in areas of high unemployment by funding job creation projects many of which are cultural and recreational in nature proposed by local organizations and designed to benefit the community.

In 1979-80 experiments were also conducted into the possibility of using unemployment insurance funds in support of job creation under Section 38 of the Unemployment Insurance Act. The projects concerned tourism in New Brunswick and Quebec and forestry in New Brunswick.

The primary objective of the Young Canada Works Program is the reduction of student summer unemployment. The program creates jobs for students between May and September, by allowing established organizations and, where appropriate, interested individuals to sponsor projects providing participants with useful work experience. During the summer of 1979, the Young Canada Works Programs funded some 6,183 projects nationally, generating 33,037 jobs. Of the total number of projects funded, 1,349 were sponsored by recreation and leisure organizations developing 6,199 jobs for students. Sports and recreation activities resulted in 1,186 projects involving 7,224 summer jobs, while 841 projects generating 4,808 jobs involved land, parks and environmental improvements.

The Youth Job Corps operated for a 19 month period from September 1973 to March 30, 1975. Similar in nature to the Summer Job Corps Program of previous years, it was aimed at expansion of job opportunities for unemployed youth. Federal departments and agencies created jobs through projects complementing ongoing government priorities. Where possible, local governments, local interest groups and social service agencies were encouraged to contribute community expertise and support to the planning and execution of project activities. Many of these projects were in the areas of leisure and recreation.

The future of programs such as Young Canada Works and Youth Job Corps has never been very certain but has become more uncertain recently. The Department of Employment and Immigration has been developing new programs such as Jobscan and the emphasis is being placed on these new programs.

The Department is beginning to place its emphasis on programs for the physically and socially handicapped.

The Department of Employment and Immigration has programs which require liaison and consultation with provincial departments. Leisure related services including programs of employment in the areas of recreation, the environment, culture, lands and parks involve informal communication between the federal and provincial governments.

Financial InformationCanada Works Program 1979-80Nature of Activities of Contracted Projects

	<u>Projects</u>		<u>Jobs Created</u>		<u>Contracted Value</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>\$1000</u>	<u>%</u>
Lands, Parks, Forestry (Environment Improvement)	354	12.2	2,064	11.0	\$11,177	1.2
Artistic, Cultural	121	4.2	563	3.0	3,042	3.0
Sports, Recreation	110	3.8	484	2.6	2,890	2.9
TOTAL	585	20.2	3,111	16.6	\$17,109	17.1

Young Canada Works 1979-80

Lands, Parks, Forestry (Environment Improvement)	841	13.7	4,808	14.6	6,881	13.2
Artistic, Cultural	637	10.3	3,243	9.8	5,484	10.5
Sports, Recreation	1,623	26.2	8,400	25.4	12,897	24.8
TOTAL	3,101	50.2	16,451	49.8	\$25,262	48.5

Using 17% of Canada Works Projects and 48% of Young Canada Works as being leisure related for the 1980-81 fiscal year, the following estimates for 1980-81 are generated: Leisure Related Grants =  $.17(46289) + .48(58701)$  = 36,046. 14% of Total Job Creation Grants.

1980-81

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Job Creation (Leisure Estimate @ 14%)	36,046	77

Changes Since 1974

Local Initiatives Programs (L.I.P.) no longer exist under this name.

Opportunities for Youth (O.F.Y.) are now encompassed under the Young Canada Works Program.

References

Employment and Immigration, Annual Report of the Department of  
Employment and Immigration 1979, Ottawa: 1980.

Contact

D. Trehearne, Director of Projects Co-ordination.



## ENERGY, MINES AND RESOURCES

Primary Responsibility: Efficient utilization and conservation of Canada's non-renewable resources.

### Leisure Involvement

Mandate: Indirect support for leisure uses that relate to the natural environment, and the provision of information to the public.

Agency Inclination: Supportive.

Orientation: Urban and rural.

Clients: Other federal departments, businesses, public at large.

Trends: Leisure-related programs likely to remain the same.

The Department's activities are conducted under three main themes: the energy program, the mineral program and the science and technology sector. The latter will concern us here as its activities are most germane to the leisure field. Responsible for research and information services relating to a wide range of earth services, the branches in this sector serve the various levels of government as well as private concerns. The Geological Survey of Canada provides geological information and services to other federal agencies. Among these Parks Canada relies on the branch to arrange for staff to do complete geological reconnaissance of parks. The Geological Information Division of the Branch maintains capabilities and physical facilities related to scientific editing and information services, cartography, library services, technical photography, and the distribution of publications. The Division manages a comprehensive program and issues Geological Survey reports. In 1976-77 the Division distributed more than 200,000 geological maps and reports. Sales facilities for geological maps and reports are maintained at several outlets throughout the country. There is a set of guide books prepared for the travelling public that describe the mineral, rock, gem and fossil localities accessible from the major highways in Canada. The branch is also involved in the study of erosion of stream, lake and beach environments.

The Canada Center for Mineral and Energy Technology assesses, on an ongoing basis the mineability of Canadian resources. The results of their research can bring them into conflict with other departments on such matters as the location of national parks.



The Branch is extensively involved in research for environmental pollution control. Studies have resulted in the development of technologies to abate the toxicity of industrial effluent.

In the Surveys and Mapping Branch geographic map work has concentrated on the production of the gazetteer atlas of Canada, scheduled for 1981 completion, and geographic research and cartography for the fifth edition of the National Atlas of Canada, to be available by 1984. Maps and charts are produced to support the needs of civil aviation.

Through the Canada Map Office the Branch authorizes map and chart dealerships throughout North America, in order to make the maps and charts more readily available to the immediate public.

The Canada Center for Remote Sensing, established in 1971, has developed a service with a wide range of applications. The Centre receives imagery from the Earth Resources Technology Satellite (ERTS) and supports a number of lower altitude investigations. Remote sensing techniques are applicable to a variety of fields, including agriculture, forestry, geosciences and water resource management. The limits to the applications of the technology have yet to be achieved. Currently, the use of the technique in the determination of water levels will have repercussions in the leisure and recreation fields.

Under the National Energy Board Act of 1959 and subsequent amendments, the National Energy Board (NEB) has two principal responsibilities: to regulate specific areas of the oil, gas and electrical utility industries in the public interest, and to advise the Government on the development and use of energy resources.

Although the National Energy Board has no other direct involvement in Leisure Services, the implications of its decisions reach into all aspects of social, economic and political life. Many of the outdoor recreation resources in Canada are critically dependent upon decisions made by the Board vis a-vis utilization of natural resources.

#### Financial Information 1980-81

70% of maps are sold to the public, therefore we use 70% as the leisure component.

Activity	\$1000's	PY
Topographic Service	8,570	211
Geographic Service,	8,435	250
Reproduction and Sales		
TOTAL	\$17,005	461
Less 70% of Revenue	3,006	
TOTAL ESTIMATES	\$13,999	



Changes Since 1974

EMR has become the chief energy advisor to Cabinet pre-empting the role heretofore played by the National Energy Board.

References

Energy, Mines and Resources, Activities of the Science and Technology Sector, 1976-77, Ottawa: 1978.

\_\_\_\_\_, Annual Report 1978-79, Ottawa: 1979.

Contact

David Pearce, Executive Assistant to the Assistant Deputy Minister for Science and Technology.



## ENVIRONMENT

Primary Responsibility: Protection and preservation of the environment and natural resources.

### Leisure Involvement

Mandate: Regulation and the provision of information regarding recreational uses of the environment.

Agency Inclination: Mainly supportive or initiating federal-provincial cooperation but with some direct control mechanisms.

Orientation: Mainly rural and related to the natural environment. National

Clients: All levels of government with some services related to the general public.

Trends: Likely to remain the same.

The Environmental Conservation Service plays a major role within the department in the preservation and enhancement of environmental quality and in renewable resource conservation and management. The service undertakes programs for forests, inland waters, wildlife and lands and combines expertise from these sectors to address complex environmental issues. This is the sector of the department which is more directly relevant to leisure services. The major programs are covered below.

### Canadian Wildlife Service

The Canadian Wildlife Service protects and manages migratory birds by developing regulations to control the taking of migratory game birds, evaluating enforcement programs, monitoring populations and studying and preserving habitat. With the provinces and other wildlife agencies, the CWS undertakes cooperative programs of research, management and interpretation on other wildlife of national interest, and provides advice to federal, territorial and provincial agencies. Two of these programs which are related to leisure are examined more closely below.

The National Wildlife Area Program was begun in 1966 to preserve and maintain important or unique lands for wildlife. Originally, it was restricted to migratory bird habitats, but now includes land for other

wildlife. Today, more than 40 national wildlife areas exist across Canada and more are planned. A number of cooperative wildlife areas have also been set up.

In most areas, hunting, hiking, photography, fishing, birdwatching, snowshoeing and canoeing are permitted. Trails and viewing stands help visitors understand their surroundings and the wildlife and the relationships between them.

Interpretation Program. The objective of this program is to promote public awareness, appreciation of Canada's wildlife, lands and water and natural environment through personal experience. At the present time there are five different wildlife interpretation centres across the country. CWS is also considering a program to interpret urban wildlife in the national capital region.

A display hall at each of the centres introduces the area through talks, exhibits, publications, films and slide shows. But the real story lies outside. Well-marked trails, lookout towers, and boardwalks help you to explore the land and observe its numerous habitats and creatures. Naturalists encourage activities such as nature hikes, evening talks, and canoe trips.

#### Inland Waters Directorate

IWD plans and designs water management programs and policies, especially for international and interprovincial water systems. The directorate conducts research into and collects data on the quantity and quality of Canada's inland waters. As water provides a major leisure opportunity for Canadians, the activities of the Directorate should have continuing implications for leisure activity in the future.

#### Lands Directorate

The Lands Directorate promotes the effective and environmentally sound use of Canada's land resource. In its entirety the Canadian Land Inventory program involves mapping and assessing land for agriculture capability, forestry capability, recreation capability, wildlife capability, and present land use. Each province has classified its land according to a national classification system that was prepared jointly by the provincial and federal government departments responsible for resource development. To facilitate use of the data for land use planning and resource studies, a computerized data bank and analytical system was developed as part of the CLI program. This system, known as the Canada Geographic Information System, permits CLI and other data to be transformed into numeric data for analysis.

In the fall of 1975, the Interdepartmental Task Force on Land-Use Policy was established with representatives from sixteen federal departments and agencies. The Task Force Report confirms the importance of land and verifies the strategic role land plays in the national economy and in achieving the nation's social, economic and environmental goals. The section of the paper devoted to "outdoor recreation" notes that there were 1,880 parks of various sizes held by different levels of government and encompassing 33 million hectares. This land amounts to about five percent of the total area of Canada, with federal and provincial Crown lands comprising the largest part.

Information collected by the Canada Land Inventory (CLI) on outdoor recreation measures the capability of land for intensive recreational use. About one-quarter of the country's total land area has potential for recreation, and of the 246 million hectares which were surveyed in the CLI, only about two percent has high capability for recreation.

#### Canadian Forestry Service

The Canadian Forestry Service promotes effective management of Canada's forest resources. The service collects data and does analyses for forest policy development and program planning. As well, it conducts research and development for a broad range of programs.

The Environmental Forestry Program conducts studies of the effects of atmospheric pollution on forest vegetation and soils. Research has been expanded to include more point sources of sulfur dioxide and heavy metals, and acid rain. A comprehensive guide to the identification of injuries to foliage caused by a number of different pollutants is prepared by this section.

Studies classifying land and vegetation resources in parks and other areas of exceptional interest over the years have been expanded. These areas include the Hudson Bay lowlands, Jasper and Banff national parks and the peatlands of northeastern Newfoundland. A study of peat stratification at the L'Anse aux Meadows archaeological site helped to estimate the amount of human activity at the site.

#### Atmospheric Environment Service

Weather data from the AES data acquisition network is the basis for national and regional forecasts, disseminated to a variety of users. Requests for weather information from the general public, agriculture, forestry, recreation and tourism, transportation and industry increased by more than nine percent in 1978-79.

The Canadian Climate Centre was formed on April 24, 1978, in

response to growing concern about the impact of climate on food production, energy supply and demand, water resources, land use and other concerns. The Centre is organized into six divisions to undertake research, data management, information services, applications, impacts, monitoring and prediction. Some of the projects undertaken by this section include a recreation-climate study of Nahanni National Park and preparation of climatic maps for the National Atlas of Canada produced by the Department of Energy, Mines and Resources.

The Department is involved in much informal communication with the provincial government, especially with regard to parks, interpretation programs, waterways, and cooperative federal-provincial studies. Frequent contact occurs with Parks Canada and the Department of Regional Economic Expansion.

#### Financial Information 1980-81

Activity	\$1000's	PY
Water Quality Management	173	8
Land Inventory and Land Use Plan	2,527	51
Land Management Data	1,001	23
Migratory Bird Conservation	8,935	183
Wildlife Resources	3,481	78
Shore/Coastal Zone Management	286	7
TOTAL	\$16,403	349

#### Changes Since 1974

In April 1979 the government proclaimed the Government Organization Act splitting off the Fisheries and Marine Services program and establishing a separate Department of Fisheries and Oceans. It is for this reason that hydrographic surveys are no longer administered by Environment Canada, and are now the responsibility of the Department of Fisheries and Oceans.

The Outdoor Recreation-Open Space Division has been disbanded with very little emphasis now being placed on outdoor recreation by Lands Directorate.

As previously noted, the Canadian Climate Centre was formed in 1978 with all climate-oriented activities at Atmospheric Environment Service Downsview integrated into the Centre.

#### References

Canadian Wildlife Service, A Place for Wildlife, Ottawa.



\_\_\_\_\_, Interpretation Program, Ottawa.

Department of the Environment, Program Plan 1980-81, Environmental Management Service, Ottawa: 1980.

Environment Canada, Lands Directorate, Land Use in Canada, The Report of the Interdepartmental Task Force on Land-Use Policy, edited by Jane Buckley, Andre Lavallee, Marcel Lirvamae, Ottawa: 1980.

Fisheries and Environment Canada, Annual Report 1978-79, Ottawa: 1979.

#### Contacts

Wayne Roddick, Canadian Wildlife Service.

D. Welch, Ecological Land Evaluation and Classification, Lands Directorate.

Ruth McKechnie, Land Use Analysis Division, Lands Directorate.

Des Goodwin, Inland Waters.

E. W. Manning, Chief, Lands Use Analysis Division.



EXPORT DEVELOPMENT CORPORATION

Primary Responsibility: To provide financial services to Canadian exporters and foreign buyers in order to facilitate and develop export trade.

Leisure Involvement

Mandate: None presently, however, there exists potential to support those exporters of leisure related products and services.

Agency Inclination: Supportive to Canadian exporters.

Orientation: National.

Clients: Canadian exporters, with no minimum value of export business required to qualify for support.

Trends: Largely a continuation of present roles.

The Export Development Corporation is a Canadian Crown Corporation that provides financial services to Canadian exporters and foreign buyers in order to facilitate and develop export trade. It does this through a wide range of insurance, guarantee and loan services not normally provided by the private sector. EDC services are provided to assist Canadian exporters who are offering competitive products in terms of price, quality, delivery and service, to compete internationally. As to date EDC has supported no exporters of leisure-related products, but there exists potential for such support.

Financial Information

Not available.

References

Export Development Corporation, Annual Report 1979, Ottawa: 1980.

Contact

Mr. Strang, Information Officer.



## EXTERNAL AFFAIRS

Primary Responsibility: Promoting Canada's position in external relations.

### Leisure Involvement

Mandate: Providing emergency and passport services to Canadian citizens travelling abroad.  
Encouraging international cultural, athletic, academic, and scientific relations.

Agency Inclination: Supportive and control.

Orientation: International and national.

Clients: Canadian travellers abroad, the general public, and the international community.

Trends: It is anticipated that current cutbacks in the Department's budget allocations will cause slight reductions in present and upcoming expenditures on leisure related programs.

The great majority of consular services provided by the Department of External Affairs pertain to passport and citizenship documents. In certain circumstances, the Department of External Affairs assists Canadian travellers experiencing emergency situations abroad such as: medical and financial distress; deaths, and legal problems.

In conjunction with Transport Canada, the Department plays an active role in the formulation of Canada's international civil aviation policy. The Department represents Canada in the technical and regulatory work of the International Civil Aviation Organization (ICAO). The ICAO also acts in the developing and implementing of standards of safety and facilitation.

The Department is Canada's representative on the Intergovernmental Maritime Consultative Organization (IMCO). This organization serves in the establishment of standards relating to - and the formulation and implementation of international conventions on marine safety and protection of the maritime environment.

The Department has expressed concern regarding the growing tendency of the United Nations to create "Special Years" (i.e. the Year of the Child, and the International Women's Year) to underline issues of particular concern to member states. Although it is in agreement with their general purpose as a vehicle for focusing world attention on

specific segments of the population, the Department maintains that the proliferation of special years ultimately reduces their impact.

La Francophonie is a basic and permanent aspect of Canadian foreign policy. Through La Francophonie, Canada seeks to project its linguistic duality into the international community. It is also aimed at engendering mutual understanding and co-operation among the countries of the French-speaking world. The Department represents Canada in the Agency for Cultural and Technical Co-operation (ACTC), as well as at the Conference of Ministers of Youth and Sports of French-speaking countries. The Department generally invites a number of provincial government representatives to attend these international gatherings. It is noteworthy that both Quebec and New Brunswick have participating status in the institutions, activities, and programs of the ACTC.

The Department is also active in facilitating and promoting the participation of Canadians of non-governmental organizations of La Francophonie Internationale. These organizations include those professional, cultural, and other associations which, having a common French-speaking language, have been formed to foster links of co-operation and mutual understanding.

The Department of External Affairs represents Canada's membership in the Commonwealth. Ministerial and official meetings of Commonwealth members cover issues in such diverse fields as health, education, youth affairs, and assistance to small states. Meetings and discussions between non-governmental organizations of Commonwealth member states are encouraged by the Department of External Affairs.

The Commonwealth Secretariat in London, is charged with administering its widespread programs in the fields of developmental assistance and related economic areas, science and technology, health, youth, education, and law.

Since 1979, the Department has consolidated its cultural responsibilities under a Bureau of International Cultural Relations. Its function is to negotiate and administer cultural agreements, as well as develop cultural and academic programs with other states.

The programs of the Bureau of International Cultural Relations (BICR) are developed in close co-ordination with cultural agencies of the federal government. There is also regular consultation and co-operation with the provinces, a wide-range of non governmental agencies, and the Canadian cultural and academic community at large.

The cumulative effects of the BICR's programs of artistic, academic, athletic, and scientific exchanges not only have tremendous significance on cultural development, but they can also have a favourable impact on economic and political development.



The BICR is responsible for academic exchanges. Its International Inter-University Exchanges Program encourages and facilitates international university contacts wherever possible.

The Canadian Studies Abroad Program encourages the development of foreign teaching, research, and publications about Canada. In addition, this program accords limited support to: Canadian Studies Associations in other countries, foreign university libraries seeking to obtain Canadian publications, and to foreign universities developing curricula on Canada.

The Department maintains regular liaison with UNESCO. Nahani National Park in the Northwest Territories, Kluane National Park in the Yukon, and Alberta's Dinosaur Park were recently entered on the UNESCO World Heritage List. The pavilion opened by UNESCO in 1978 at the Man and His World exhibition in Montreal, continues to draw large visitations.

The Department is committed to the promotion of the performing arts. The Tours and Projects Abroad Program grants financial assistance for tours and projects abroad to professional companies, groups, and artists. The number of professional artists who receive grants for their tours abroad is on the increase. But, since the individual grants have been reduced, artists are obliged to find supplementary sources of funding.

The Department is involved in the promotion of visual arts. The Travelling Exhibitions Program focuses on collections of contemporary works. These works are assembled and purchased by the Department for circulation abroad.

Assistance is given to Canadian museums and galleries to circulate exhibitions of works of art abroad. Special exhibitions of art may be assembled by the Department at the request of major museums abroad or of foreign governments.

The Department has significant responsibilities in negotiating the showings of foreign exhibitions in Canada, on behalf of the National Museums of Canada.

Canadian Cultural Centres in Brussels, London, Paris, Mexico City, New York, Rome and Tokyo organize individual visual arts exhibitions. These may include the Department's travelling collections as well as exhibitions negotiated directly with established Canadian Artists.

Financial assistance for the Film Program is limited. The National Film Archives receives funding for the tour collections of films of special cultural interest. Feature length films are occasionally purchased by, or loaned to the Department for screening as part of programs or events organized by missions abroad.

The Department encourages literary excellence through the Literary Prizes Program. This program strives to create an atmosphere conducive to an exchange of views on the literature of Canada and the three participating countries (Belgium, Switzerland, and Australia).

To promote a better knowledge of Canadian writing, the Department organizes International Lecture Tours for Canadian writers and playwrights. This program is administered in conjunction with numerous non-governmental writer's associations.

The Development of Markets Abroad Program provides assistance for artists to tour abroad for short periods of time to give lectures, readings, and exhibitions. The Participation in Major International Events Program allows professional Canadian cultural associations to apply for assistance to participate in major international conferences, symposia, festivals, and other events of this nature. Artists invited to participate in major international events abroad may apply for assistance.

Requests submitted to the Department under the aforementioned three programs are screened by the Advisory Committee on Foreign Cultural Relations. Furthermore, the assistance rendered is limited to the cost of international transportation.

The Opportunities in Paris for Canadian Artists Program applies to Canadian visual artists and musicians and is administered by the Canada Council.

The Visiting Foreign Artists Invited by Canadian Cultural Institutions Program, administered on behalf of the Department by the Canada Council, offers financial assistance to Canadian cultural organizations and institutions, to support visits of distinguished foreign artists to teach the creative or performing arts.

Through the Foreign Journalists, Critics, and Experts Invited to Canada Program, the Department invites foreign critics, artistic, journalist, and cultural personalities for short familiarization tours of Canada.

The Exchange of Creative Artists Program assists Canadian cultural organizations to arrange reciprocal exchanges with corresponding cultural organizations abroad.

A Canada Federal Republic of Germany Workstudent Exchange Program is offered to some 60 students from each country. The Canada-Mexico Exchange Program for Young Specialists and Technicians provides up to 20 Canadians, an opportunity of gaining career related training and experience in Mexico. These two programs are financed by the Department, however, they are respectively administered by the Canadian Association of University Teachers of German, and the Canada Employment and

Immigration Commission.

The Department distributes general information on cultural life in Canada and prepares background material to support performing art tours, travelling art exhibitions and other cultural events organized under its programs. Our missions have printed and audio-visual resources to attract press and public interest in the arts in Canada.

The International Sports Section advises Canadian Sports organizations on their overseas operations and assists them in the organization of major international sports events in Canada and abroad. Direct financial support is not normally given to sport, but the Department's facilities and resources are deployed as required by any particular event. The section advises the Ministers of Fitness and Amateur Sport and Multiculturalism on the conduct of international sports exchanges and Canadian foreign policy as it affects sport operations, and it provides advice to the Under-Secretary and to the Ministers on sporting events which have implications for Canada's foreign relations.

#### Financial Information 1980-81

Activity	\$1000's	PY
Information Activities and Cultural Relations (estimated that 50% is leisure related)	17,406	252

#### Changes Since 1974

Creation of Development of Markets Abroad Program.

Academic Exchange Programs and the Cultural Affairs Division has been consolidated under the Bureau of International Cultural Relations.

A federal-provincial conference on culture is soon to be convened by the Department.

#### References

Department of External Affairs, Annual Review 1978, Ottawa: 1979.

\_\_\_\_\_, Annual Review 1979, Ottawa: 1980.

International Cultural Relations, Ottawa: 1980.

#### Contacts

E. Giossan, Visual Arts Officer, Cultural Affairs Division.

G. Lemaire, Program Officer, Bureau of International Cultural Relations.



FARM CREDIT CORPORATION

Primary Responsibility: To provide credit to stimulate viable farm operations.

Leisure Involvement

Mandate: The recreation industry as a supplementary activity to farming.

Agency Inclination: Supportive.

Orientation: National and rural.

Clients: Farm business with leisure services as supplementary activities.

Trends: Little impact in the past, but possibilities of a greater role in the future.

The Farm Credit Corporation is a Crown Corporation, established in 1959, to provide long-term credit to Canadian farmers to organize viable farm operations and to promote a competitive agricultural industry. Under the Farm Credit Act, the Corporation provides low interest loans of up to 75 percent of the value of the farm land and buildings to enable farmers whose primary income is from agriculture to improve their operations. As a supplementary policy under the Act, loans can be given to assist in the development of secondary non-farming enterprises on farm lands to supplement farm income. Restrictions prevent this secondary enterprise from becoming the primary income of the farm operation. Recognized leisure interests are summer cottages, campgrounds, hunting facilities and farm vacation services.

Although the Farm Credit Corporation has the financial potential for additional development of leisure resources on agricultural, little has been done to date. The research programs have been operationally oriented and not concerned with alternative or supplementary use of the farm landscape. An increase in urban recreational pressures or a change in policy positions could emphasize the leisure opportunities of farming operations.

Financial Information

Not available.

Changes Since 1974

The Small Farm Development program is no longer in existence.

The Farm Syndicates Loan Service is in the process of either being greatly modified over the next year or dropped.

References

Agriculture Canada, Annual Report 1978-79, Ottawa: 1980.



FEDERAL BUSINESS DEVELOPMENT BANK

Primary Responsibility: To assist small businesses everywhere in Canada.

Leisure Involvement

Mandate: Financial support to small businesses some of which produce leisure-related services to Canadians.

Agency Inclination: Supportive.

Orientation: National and regional.

Clients: Small businesses who are unable to obtain financing from other sources on reasonable terms and conditions.

Trends: Likely to continue along the same lines.

Generally the bank's mandate is to assist small businesses everywhere in Canada. The FBDB is empowered to provide financial assistance to businesses which are unable to obtain financing from other sources on reasonable terms and conditions. The bank is also being called upon to support the development of less mature enterprises. Furthermore, since other lenders are most active in the major metropolitan centres, the demand for services of FBDB are greatest in smaller communities and frontier regions where the costs of administration of accounts are generally higher. The bank also offers Management Services which include CASE (Counselling Assistance to Small Enterprises), Management Training Seminars, and information services. Those leisure-related businesses which were given financial assistance included the following:

<u>Type Of Business</u>	<u>1979-80 Number of Loans</u>	<u>1979-80 Amount of Loans (\$000s)</u>
Commercial Air Services	59	7,441
Recreation Services	278	22,328
Fishing & Trapping	39	3,470
Restaurants & Other Eating Places	2,067	105,699
Hotels, Motels & Other Lodgings	599	70,691
Theatres, Bowling Alleys, Billiard Halls	90	5,099
	<u>3,132</u>	<u>214,728</u>

The number of loans to leisure-related business represents 18% of FBDB's total number of loans. The dollar figure of the loans represents 24.8% (almost one quarter) of the total amount of money lent out by the bank to small business.

For the current fiscal year nine months ended December 1980, the corresponding figures read as follows:

<u>Type of Business</u>	<u>Number of Loans</u>	<u>Amount of Loans (\$000s)</u>
Recreation Services	91	\$ 7,830
Fishing & Trapping	30	851
Restaurants & Other Eating Places	934	53,544
Theatres, Bowling Alleys, Billiard Halls	48	2,286
	<u>1,103</u>	<u>\$64,511</u>

In the bank's annual report, there is supplied a breakdown of the provincial distribution of Accounts, of which the number of loans and the amount of the loans given to the tourist industry represented the third largest bulk of financial transactions (Manufacturing and Wholesale & Retail Trade being the largest):

TOURIST INDUSTRY LOANS - 1979-80

	<u>No.</u>	<u>%</u>	<u>Amount (000's)</u>	<u>%</u>
Atlantic Region	425	19	\$14,855	21
Quebec Region	445	16	31,960	16
Ontario Region	955	18	57,539	22
Prairie & Northern Region	373	18	33,711	26
British Columbia & Yukon Region	746	18	60,655	30

It may be interesting to note that with the exception of those loans to the British Columbia and Yukon Region the percentage of Tourist Industry loans to total authorized loans has fallen. The number of loans have experienced increases and the future trends are likely to continue as they have in the past.

Financial Information 1980-81

Assumes that 25% of activities are directed to leisure-related business.

Activity	\$1000's	PY
Management Services	4,620	87
Administration	609	6
TOTAL	5,229	93
Less Revenue	674	
TOTAL ESTIMATED COST OF LEISURE-RELATED PROGRAM	\$4,555	

Changes Since 1974

The Federal Business Development Bank was formerly the Industrial Development Bank and now reports through the Minister of Industry, Trade and Commerce.

References

Federal Business Development Bank, Annual Report 1980, Ottawa: 1980.

Contact

Paul Giguère, Assistant Director of Public Affairs.



## FINANCE

Primary Responsibility: To establish the overall fiscal framework for the Canadian economy.

Leisure Involvement:

Mandate: Support for individuals, businesses, and other organizations through tax expenditures and tariff provisions.

Agency Inclination: Supportive and regulatory.

Orientation: National.

Clients: Public at large through specific provisions targeted at particular groups.

Trends: Movement away from administering particular programs as Finance emerged as a central agency.

The Department makes tax and cash transfers to the provinces for health, social services and post-secondary education. Some of these funds, no doubt, find their way into leisure services, but such dispersion is not designated by the Department.

The most direct impact that the Department has on leisure activity is through tax and tariff provisions formulated and to some degree administered by Finance. It should be kept in mind that Finance interfaces with other departments, governments and organizations in determining tax and tariff policies.

Tax Policy: Beginning in 1979 the federal government has published a Tax Expenditure Account, an account of foregone federal revenues accruing through tax preferences in the federal income and commodity tax systems.

Below are estimated values of Government of Canada tax expenditures by item and functional category for 1980 (unless otherwise indicated), with explanations where deemed necessary.

CULTURE AND RECREATION

(\$millions)

1. Deductibility of itemized donations and the \$ standard deduction from income)	Personal	375
	Corporate	<u>50</u>
		425
(For tax purposes, donations must be to registered Canadian charities, which include religious, educational and cultural institutions as well as to registered Canadian athletic associations.)		
2. 100 per cent write-off for Canadian films: (1979 figure)		15
3. Non-taxation of lottery and gambling winnings: (government lotteries)		135
4. Exemption of newspaper and magazine from sales tax:		54
5. Exemption of imported antiques from sales tax:	less than 5	
6. Exemption of bicycles and tricycles from sales tax:		8
7. Exemption of the outputs of craftsmen, artists, and sculptors from sales tax:		8
	<u>TOTAL:</u>	<u>\$650</u>
		(including 1979 figure)

Other tax expenditures for which figures are not available but for which there is a leisure component are as follows:

1. Write-off on art work purchased by businesses.
2. Exemption of a range of cultural and religious materials from sales tax.
3. Exemption of amusement devices and equipment for use at exhibits or fairs from sales tax.
4. Exemption of clothing and footwear from sales tax.
5. Reduced rate of sales tax on building materials and equipment.
6. Exemption of construction equipment from sales tax.
7. Lower corporate income tax rate on small business.
8. Sales tax exemption on up to \$50,000 of manufacturing sales for small business.

TARIFF POLICY

The Department of Finance provides encouragement to particular leisure and recreational related services by setting preferential tariffs on the import of commodities. Below is a list of relevant items with an account of the rates of tariffs levied. (Note: p.c. = per cent)



	British Preferential Tariff	Most Favoured Nation Tariff	General Tariff
1. Chess clocks and chess time recorders.	Free	Free	35 p.c.
2. Guns, rifles, not being toys.	10 p.c.	18.9 p.c.	30 p.c.
3. Muskets and parts thereof.	Free	5.5 p.c.	30 p.c.
4. Transmitters, receivers, transceivers and transverters, designed for use only on the amateur bands of the radio frequency.	Free	Free	35 p.c.
5. Astronomical telescopes.	Free	Free	30 p.c.
6. Climbing and mountaineering equipment.	Free	Free	35 p.c.
7. Parachutists' automatic warning devices.	Free	Free	30 p.c.
8. Scuba diving regulators.	Free	Free	35 p.c.
9. Pigeon timers.	Free	Free	27.5 p.c.
10. Sports equipment, including clothing and footwear, designated by Order in Council and certified, in a form and matter prescribed by the Minister, by the Sports Federation of Canada as: (a) complying with the international competition standards applicable to the sport for which the equipment is designated. (b) being required by an athlete exclusively for the purpose of training for or competing in an amateur competition of integral calibre.	Free	Free	Free
11. Balls designed for lawn bowling.	Free	Free	35 p.c.
12. Coins or medals for collections.	Free	Free	Free
13. Postage, revenue and official stamps, post-marked and other philatelic covers.	Free	Free	Free
14. Medals, trophy cups and other articles which have been awarded abroad as marks of distinction.	Free	Free	Free
15. Automobiles and other vehicles produced more than 25 years prior to the date of entry.	Free	Free	27.5 p.c.
16. Radio receiving sets, speakers and earphones produced more than 30 years prior to date of entry.	Free	Free	25 p.c.

### Changes Since 1974

Since 1979 the Department has published a Tax Expenditure Account of foregone tax revenues. Neither the Guaranteed Loans Administration nor the Winter Capital Projects Fund are administered by the Department.

### References

Department of Finance, Government of Canada Tax Expenditure Account; Ottawa: December 1979.

\_\_\_\_\_, Government of Canada Tax Expenditure Account: An Account of tax preferences in the federal income and commodity tax systems, 1976-1980; Ottawa: 1980.

\_\_\_\_\_, A Report by the Tariff Bureau, Reference 156; Ottawa: 1980.

### Contacts

Nick Le Panne, Chief, Tax Analysis Section, Tax Analysis and Commodity Tax Division.

D.L. Satherstrom, Policy Analysis, Tariffs Division, International Trade and Finance Branch.

## FISHERIES AND OCEANS

Primary Responsibility: To promote and undertake programs designed to improve the management and sustained economic utilization of the marine and aquatic renewable resources of the nation, compatible with a concern for the quality of the environment.

### Leisure Involvement

Mandate: To provide knowledge and information on the fisheries process and the provision of resource management.

Agency Inclination: Control or Regulate.

Orientation: National; rural.

Clients: Governments at all levels, business and the public.

Trends: Likely to remain the same.

Fisheries and Oceans is responsible for activities that include fisheries research, fisheries development and overall management of fishing operations on both coasts and in certain inland waters; oceanographic research and data collection; hydrographic surveying and charting; and the administration of small craft harbours throughout Canada. The "Salmonid Enhancement Program" was established in 1977. It is a joint Federal and Provincial program aimed at restoring the salmonid harvest to its historic levels over a twenty-year period. Fisheries and Oceans Canada will contribute \$150 million over the initial seven-year phase, while the B.C. Ministry of Environment has allotted \$7.5 million for the enhancement of the two species of sea-run trout.

The Salmonid Enhancement Program includes both projects which maintain and upgrade the natural habitat of the salmonid and those which involve construction and operation of man-made facilities for fish production.

Recreational fisheries plays a significant role in the department, particularly on seacoasts as in the Pacific region where about 500,000 salmon may be taken annually by sportsmen. The hatcheries and salmon enhancement facilities on both coasts are open to the public. Newer facilities incorporate public display areas which have proved to be extremely popular with local people, holidaying families and organized

tours. The Capilano Hatchery in British Columbia provides a display area and informative brochures. Brochures and tours are provided at a similar set-up located in Mactaquac on the St. John River near Fredericton.

The Small Craft Harbour Branch is responsible for the provision, maintenance, acquisition, development and administration of a national system of harbours in support of commercial fishing and recreational boating. This system includes approximately 2300 facilities, ranging from full-scale harbours to small jetties.

The new fishing and Recreational Harbours Act, proclaimed on October 5, 1978, made provision for the replacement of wharfingers by trained harbour managers to supervise and manage harbour operations. These managers work closely with fishermen, local groups representing fishermen's interests, and recreational boaters to provide effective harbour management.

Overall, approximately 90 percent of the program is committed to commercial fishing expenditures and the remainder to recreational boating projects. In January 1979, a detailed study of the long-term needs for harbours and associated facilities for commercial fisheries and recreational boaters was initiated. The study will form the basis of a five-year program for the progressive development of harbours to meet the changing needs of the fisheries of the 1980s, including those occurring as a result of the extension of Canada's fishing jurisdiction to 200 miles and the resource conservation practices of recent years.

The Marina Assistance Program, which is part of the overall Small Craft Program, ensures provision of basic and essential harbour requirements for the safe mooring of recreational craft. Federal assistance may be provided for marine developments undertaken by provincial or municipal governments or their agencies. Assistance to private developers is also considered where it can be established that the development fulfills an important social and community requirement. Federal assistance consists of construction of marine works and dredging, subject to a maximum federal contribution of 50% of the total project cost, excluding land acquisition expenditures. All forms of marine works including breakwaters and dredging are eligible for consideration. In 1978-79 seven projects were assisted at a cost of \$1.8 million.

The Tourist Wharf Program is also part of the overall Small Craft Harbours Program. It is intended to assist existing resort operations which are recognized as main economic activities having significant impact upon the commerce of their immediate communities and which contain elements of national interest in terms of tourism; when the construction of facilities will have a stimulating effect on the development of a tourism industry; or where the location provides access to national historic sites or similar federally-sponsored interest. Federal assistance may be provided for authorities or operators of eligible tourist facilities. The maximum expenditure in any one place (for a

wharf, launching ramp or the two combined) is \$15,000. In 1978-79 \$534,000 was spent on 27 projects.

The Ocean Science and Surveys Program of the Department bears the national responsibility for producing navigational charts, tide and current publication and wave information used by recreational boaters as well as commercial vessels. The heavy recreational demand is served by special publications especially designed for leisure use.

In 1976 a sportfishing survey conducted by provincial and federal sport fisheries agencies was nationally organized and coordinated by the Recreational Fisheries Branch. It showed that more than five million Canadians and a million anglers from other countries fished 72 million days and caught close to 190 million fish in Canada in 1975. The survey also showed that sportfishing is a \$1.7 billion industry in Canada. This Survey of Sportsfishing was the first of such surveys scheduled to be carried out at five-year intervals. Each province, as well as the federal government, continue to develop complementary information during the inter-survey years. The Department is also involved in the hosting of sport fisheries conferences.

The Fisheries Habitat Protection laws provide protection to the sensitive areas on which fish depend for growth and life - coastal waters, salt marshes, streams, riverbeds, lake shores and the like. Resource research and development provide information for the efficient implementation of these laws. At the present time, one of the main areas of concern is the problem of acid rain (precipitation polluted by atmospheric contaminants). Research is now in process to predict the affects of acid rain and identify remedial measures.

The Department also provides films, educational packages and literature on fisheries, and many of their laboratories are accessible to school groups, tours and the general public.

There are no foreseeable changes in the Department with regard to its role in recreational sportsfishing.

The 1976 sportfishing survey conducted by provincial and federal sport fisheries led to the hosting of a joint federal-provincial conference, and a similar formal conference has since occurred every few years. There is also informal communication between the two levels of government, especially with regard to the Small Craft Harbours.

#### Financial Information 1979-80

Activity	\$1000's	PY
Recreational Fisheries	150	1
Small Craft Harbours	2,800	NA
Salmon Enhancement (1980-81)	10,655	
TOTAL	13,605	1



### Changes Since 1974

In April 1979, the government proclaimed the Government Organization Act splitting off the Fisheries and Marine Services program and establishing a separate Department of Fisheries and Oceans.

More recently, the Recreational Fisheries Branch has been disbanded, leaving only one person to deal with this area. As a result, emphasis on recreational fishing is now at a minimum.

### References

Fisheries and Environment Canada, Annual Report 1978-79, Ottawa: 1979.

Fisheries and Oceans, Sportfishing in Canada, Ottawa: 1978.

\_\_\_\_\_, The Incredible Salmonids, Hazeldine Press Limited, Canada.

Ministry of State for Economic Development, ABC Assistance to Business in Canada, Ottawa: 1979.

### Contacts

E. Hearndon, Corporate Programs Division.



## FITNESS AND AMATEUR SPORT

Primary Responsibility: To encourage, promote, and develop fitness and amateur sport in Canada.

### Leisure Involvement

Mandate: Health through physical activity.

Agency Inclination: Supportive of national athletic associations, athletes, and promotion of fitness activities.

Orientation: National, and especially urban.

Clients: The general citizen, and recreation organizations are supported by Fitness Canada. Sport Canada supports national and international calibre athletes as well as national sport governing bodies.

Trends: Despite the poor economic climate, the Fitness and Amateur Sport Branch is growing steadily. While there are not really any new program developments since 1973, it appears that the existing ones have received increased funding. It is unlikely that this Branch will expand its scope of activities, but it is anticipated that the trend in increased funding is likely to continue.

The main objective of the Fitness and Amateur Sport Branch as established under the Fitness and Amateur Sport Act, 1961, is to engage in: the promotion of fitness, physical recreation and amateur sport; the contribution of recreation to mental and physical health; encouraging participation in physical activity and raising the level of skills; increasing the level of performance in international and national amateur sports; and the development of a system of education, skills and means to allow all to participate freely in activities of their choice.

Under regulations relating to the Fitness and Amateur Sports Act, fitness is defined as a state of ability to function at a physical and mental optimum. It should be specified that the Fitness and Amateur Sport Branch provides assistance only to physical leisure activities which involve the use of large muscle groups.

The Branch was previously used to be divided into Sport Canada, responsible in the area of national and international levels of competitive sport, and Recreation Canada, responsible for the development

of recreation and physical activities that occupy the leisure time of the general population. As of October 1980, Recreation Canada has been renamed Fitness Canada.

Sport Canada continues to provide direct financial assistance to qualified national sport organizations. Such assistance is given for the purpose of staging national and international competitions in Canada. It also subsidizes travel expenses to national and international sporting events.

Sport Canada provides financial support for the National Certification Program and the National Coaching Apprenticeship Program to develop Canadian coaches capable of producing international calibre athletes in a variety of sports. Similar efforts are aimed at increasing the quantity and quality of Canadian sport officiating at the national and international level.

Sport Canada maintains the Athletes Assistance Program. It provides funds to rated athletes to permit them to pursue their academic or career vocations while being in high performance sport.

The Administrative Centre for Sport and Recreation located in Vanier, Ontario, is primarily funded by Sport Canada. It provides: office space, consulting, administrative, secretarial, audio-visual, computer, reproduction, and translation services to 59 national sport and recreation organizations. A substantial number of non-resident organizations have some of these services and benefits at their disposal. The eligibility and support level of organizations are determined by a selection committee and are based upon such criteria as: the degree of participation, and the potential for competition. The Centre is designed to improve the operation and effectiveness of bodies which are concerned with national aspects of sport and recreation.

Over \$300,000 is pledged to national sport associations for wheelchair, deaf, blind, and amputee athletes to enable them to partake in a wide variety of national and international sporting events.

In contrast to Sport Canada's involvement with high performance athletes, Fitness Canada stresses participation by all. Support is given to provinces through funding, education, consultation and aid for organizations promoting physical recreation. Grants are given to organizations which offer physical recreation programs to the public to aid in leadership development and innovation. The broad objectives of the grants are to raise the level of fitness among Canadians, and to promote competent levels of sport and recreation participation.

Fitness Canada seeks to achieve these objectives through promotion and communication. Plans are underway for a national survey that will measure the fitness level of Canadians and aid in evaluating the wide

variety of fitness programs conducted across the country. On a more limited scale, the Canada Fitness Award continues to involve thousands of school-aged children in striving for higher levels of fitness. This testing program is now an integral part of the athletic programs of many schools throughout the country.

Fitness and Amateur Sport operates a Sport Demonstration Program. It may be described as a veritable "sports fair" -- a caravan of sports displays that each year visits communities across Canada. It consists of two forty foot vans containing a wide variety of sport and fitness equipment. These units are displayed at fairs, exhibitions, schools and community centres, and the public is encouraged to try out the sports and fitness testing activities.

The success of PARTICIPaction, a non-profit organization created to educate Canadians to the benefits of a healthy, active lifestyle is a continuing priority of Fitness Canada. The PARTICIPaction program not only focuses on individuals, but it has also extended its motivational programs to business, labour, and governments. In addition to this major promotional program, Fitness Canada offers numerous audio-visual presentations geared for use in the home, work, or recreation environment.

The year of the child stimulated much interest in the role of play as a catalyst for future involvement in sport and recreation. To fill the need for trained play leaders, Fitness and Amateur Sport is committed to develop a National Play Leadership Development Program.

At present, women are as short-changed in the field of physical recreation as in the labour force. A Women's Program within Fitness Canada was developed in 1979-80 and is soon expected to be implemented in co-operation with provincial governments and a variety of national organizations.

Up to December 1979, five percent of the net proceeds of Loto Canada were given to the Fitness and Amateur Sport Branch to expand its programs.

In January 1980, an agreement was reached whereby provinces became the sole operators of lotteries. In return, the provinces agreed to pay \$24 million/year (based on 1979 \$) to the federal treasury.

The federal government has applied these transferred funds to culture and sports program on a 50-50 split. The sum of the receipts from the provinces are expected to total \$26.2 million in this fiscal year.

The proceeds from provincial payments on this lottery arrangement are in addition to the budgetary allocations voted upon yearly by

Parliament.

It is of great significance that the federal government wishes to alter its role vis a vis the provision of recreation services. The present initiatives by the federal government to turn over its area of responsibility in the recreation field to provincial governmental organizations is a significant policy shift from previous years.

The National Advisory Council is a legal entity whose duty it is to advise the minister responsible for Fitness and Amateur Sport on matters pertaining to the broad mandate of the Fitness and Amateur Sport Act, and on other matters referred to it by the Minister. This council is soon expected to resume its meetings after a two-year period of inactivity.

The Branch had not been affected by major budgetary cutbacks in recent years, however, with the addition of lottery revenues to support its operations, the Branch currently enjoys resources far in excess of what is reflected in the Public Accounts.

#### Financial Information 1980-81

Activity	\$1000's	PY
Program Administration	5,762	110
Sport Canada	26,795	
Fitness Canada	5,935	
<u>TOTAL ESTIMATES</u>	<u>\$38,492</u>	<u>110</u>
Add free services from other departments	312	
Less payment from provinces under lottery agreements	10,000	
<u>TOTAL ESTIMATED COST OF PROGRAM</u>	<u>\$28,804</u>	

#### Changes Since 1974

Recreation Canada was renamed Fitness Canada.

Grants in Aid Program was amalgamated within the Athletes Assistance Program.

#### References

"Communique of the Federal-Provincial Conference of Ministers Responsible for Sport Recreation and Fitness", Toronto, October 21,



1980.

Fitness and Amateur Sport, Annual Report 1979-80, Ottawa: 1980.

Regan, Hon. G., "An Address to the National Annual Conference of the Canadian Parks and Recreation Association", Speech, Halifax, August 20, 1980.

Report of the Ad Hoc Steering Committee for the Federal Initiative and Recreation, Parks and Tourism, Ottawa: 1978.

Westland, C., Fitness and Amateur Sport in Canada, Ottawa: Canadian Parks/Recreation Association, 1979.

Contact

Vince Barsona, Consultant.





## GOVERNMENT OF THE NORTHWEST TERRITORIES

This summary will deal with the Departments of Education, Economic Development and Tourism, Natural and Cultural Affairs, Local Government and the Department of Information. Other programs and services will be included where possible but because we are dealing with a government and not a department, no claim to comprehensiveness can be made.

Primary Responsibility: The NWT Government exercises jurisdiction within the Northwest territories, exclusive of control over natural resources (except game, which is a territorial resource.).

### Leisure Involvement

Mandate: Enhance the well-being of northern residents through social, economic and cultural development.

Agency Inclination: Some agencies are engaged in support of the activities of other agencies as well as those of individuals and organizations, some promote the services of others and some initiate their own services and activities. Finally, some departments perform a regulatory and control function.

Orientation: Settlements and rural areas of NWT.

Clients: Public at large though some agencies and programs are targeted at particular groups (natives, youth).

Trends: Larger coordinating and regulatory role as the federal government retreats from direct services provision.

The Department of Education exercises authority over schools, adult education, student travel and exchange programs, and linguistic programs. Schools frequently serve as the center for community and individual recreational activity.

The travel and exchange program is designed to help students of the NWT to understand the diversity of the NWT and Canada. It encourages them to meet people from other regions and learn about their social and cultural traditions.

The Department of Economic Development and Tourism has developed a comprehensive economic strategy for the 1980s. It includes a major tourism development plan and increased emphasis on tourism promotion. The Department includes a separate division known as the NWT Office of Tourism and Parks. Several package tours have been initiated to accommodate tourists. A new travel map, "Explorer's Guide", was published in 1979 with individual community maps to assist southern travel agencies to deal with hotels and lodges in the NWT.

The Tourism and Parks Division has established "Travel Arctic" which attends travel trade shows in southern Canada and the United States to show, sell and promote NWT travel service to Canadian, American and European tour packages.

A major study of the tourism industry is in process, composed of a team of planners and a steering committee of travel industry representatives from across the NWT. A major parks study within the department has recommended a program of large recreation-oriented Territorial Parks to complement the new National Parks of the NWT. In 1979 the Department of Economic Development and Tourism completed negotiations with the federal government for the General Development Agreement and an interim subsidiary agreement on community economic development. Under the subsidiary agreement proposals for tourism promotion, fish and wildlife resources and community information and development have received funding approval.

The Department provides administrative support to the boards of the Eskimo loan fund, the small business loan fund and regulates and monitors the operation of cooperatives; all of which are described in some detail in the summary of activities for the federal Department of Indian Affairs and Northern Development.

The Department of Natural and Cultural Affairs brings together programs relating to recreation and leisure time, cultural and traditional life styles, public library services, a museum (the Prince of Wales Heritage Centre) and an historical preservation program.

The Department assists communities with their own recreation programs and by the mid-1980s, 22 communities could have experienced recreation directors. The Heritage Centre will promote and establish museums and cultural centres throughout the NWT. Library services will be extended to the 25 per cent of the population still without access to local libraries.

The Recreation Division assists in coordination of the Arctic Winter Games that include participants from the Yukon, the Northwest Territories, northern Quebec and Alaska. Inuit and Indian people from 32 communities across the North participate.

Additional assistance is now available to communities to meet the higher costs of recreation programs. The government offers a program of funding over and above the per capita grant available. A majority of the communities have taken advantage of the new assistance.

Under the Department of Local Government new emphasis has been placed on making recreation programs responsive to community needs and providing opportunities for local councils to assume greater responsibility in this area. Regional workshops are held on the organization, development and implementation of community recreation programs.

The NWT Council for the Disabled supports recreation for disabled residents of the NWT. Disabled athletes attend the Canadian Games for the Disabled, the Canadian Amputee Games and the Canadian Wheelchair Games as well as the Arctic Games.

The Department of Information in 1978 started its radio and television communications program to expand community broadcasting facilities. The program is designed to provide satellite-fed service to locations with populations between 250 and 500 people. A total of 18 communities are eligible.

Grants are also available to community radio stations to assist them with high operating costs. There are now 23 community radio stations operating throughout the NWT.

The Public Affairs Division of the Department produces a wide range of material (books, brochures and reports) including instructions and practical hints for gardeners in the Arctic.

Under the Department of Social Services the alcohol and drug program aims to increase community awareness and concern about the growth of alcohol and other drug-related problems in the NWT. Projects are funded through the Alcohol and Drug Coordinating Council to serve this end.

Financial Estimates for Leisure Services  
Government of the Northwest Territories (1979-80)  
(Person Years Not Available)

Expenditure by Northern Objective: \$1000's

Natural and Cultural Affairs

Leisure and Recreation	\$3,415
Social and Cultural Development	558
Quality of Life	1,138

Economic Development and Tourism:

Leisure and Recreation	1,695
Quality of Life - leisure estimated @ 30%	2,229

Local Government:

Leisure and Recreation	70
Social and Cultural Development	141

Education

Quality of Life - leisure estimated @ 10%	5,012
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Information:

Quality of Life	1,373
Social and Cultural Development	465
	<u>1,838</u>
<u>TOTAL</u>	<u>\$14,723</u>

References

Advisory Committee on Northern Development, Annual Northern Expenditure Plan: 1979-80, Ottawa: 1979.

\_\_\_\_\_, 1978-79 Government Activities in the North, Ottawa: 1980.

Government of the Northwest Territories, Annual Report 1979.

\_\_\_\_\_, Explorers' Guide '80: Canada's Arctic.

Contact

Norman Macpherson, Director-General, Federal Liaison Bureau,  
Government of the Northwest Territories.



GOVERNMENT OF THE YUKON TERRITORY

Primary Responsibility: To administer the Yukon Territory in accordance with applicable federal laws and ordinances.

Leisure Involvement

Mandate: To improve the social and cultural climate of the Yukon through a variety of programs.

Agency Inclination: Initiates some programs, supports and promotes others.

Orientation: Settlements and rural areas.

Clients: Population of the Yukon.

Trends: Accelerating activity in the recreation, cultural and leisure fields.

Through the Departments of Education, Health and Human Resources, Tourism and Economic Development, Municipal and Community Affairs, Library and Information Resources and the Department of Renewable Resources, the Government fulfils its leisure and recreation mandate.

The Department of Education is responsible for a plethora of recreation activities and programs. Through the Recreation Assistance Program the Department provides funds on a cost-shared basis to most Yukon communities. Grant money is used to help with the costs of travel for athletic teams, to finance arts and cultural workshops, clinics and courses, to rent films and facilities, and to administer a variety of other children and adult community programs.

The Recreation Branch coordinates the Yukon contingent to the Canada Winter Games. Through the combined efforts of the Recreation Branch, Yukon Arts Council, and local community recreation boards, visiting artists perform in each major Yukon community. Through the National Coaching Certification Program, the Branch offers courses and supports technical coaching programs administered by territorial sport governing bodies. The Recreation Branch also administers a summer swimming pool program in all major communities.

The Yukon Recreation Advisory Committee financially assists a variety of sport and cultural associations.

Each year the Recreation Branch conducts regional recreation board workshops and a youth leadership course.

The Department of Health and Human Resources develops, manages and coordinates programs to prevent and combat alcohol and drug problems in the Yukon.

The Department of Tourism and Economic Development promotes travel to the Yukon and encourages development of tourist attractions and facilities. Through a Tourism Development Strategy the Department provides a direction and framework for tourism development. The completed tourism development strategy will be the basis for negotiating a Subsidiary Agreement for Tourism with DREE and DIAND.

Through the Department of Municipal and Community Affairs a recreation complex will be constructed in Dawson City; and pools and skating rinks will be built in other settlements.

The Department of Library and Information Resources maintains and manages the Yukon Archives and provides library services to the Yukon public.

The Parks and Historic Resources Branch of the Department of Renewable Resources plans, develops, manages and administers outdoor recreational areas and historic sites. Considerable expansion and rehabilitation work is underway throughout Yukon parks and campgrounds. In an interim agreement with Parks Canada, the Branch is undertaking a long-term development program for the Yukon River. In a subsidiary agreement under the Yukon General Development Agreement, the Branch is expanding and upgrading outdoor recreation facilities and historic buildings.

Financial Information 1979-80  
(Person Years Not Available)

<u>Expenditure by Northern Objective</u>	<u>\$000s</u>
<u>Education</u>	
Quality of Life - leisure estimated @ 10%	2,109
Leisure and Recreation	634
<u>Municipal and Community Affairs:</u>	
Quality of Life - leisure estimated @ 10%	54
<u>Office of the Pipeline Coordinator:</u>	
Quality of Life - leisure estimated @ 30%	35
<u>Library and Information Resources:</u>	
Social and Cultural Development	454
Leisure and Recreation	842



Renewable Resources (including parks and wildlife):

Quality of Life	72
Protection of Environment	
- leisure estimated @ 50%	949
Economic Growth - leisure estimated @ 50%	472

Economic Development and Tourism:

Quality of Life	86
Economic Growth - leisure estimated @ 50%	573

TOTAL: 6,280

References

Advisory Committee on Northern Development, Annual Northern Expenditure Plan: 1979-80, Ottawa: 1979.

\_\_\_\_\_, 1978-79 Government Activities in the North, Ottawa: 1980.

Department of Indian and Northern Affairs, North of 60: Facts and Figures, Yukon Territory, Ottawa: 1978.

Contact

Evan Browne, Editor, North Magazine, Publications Division, Public Communications and Parliamentary Relations.



## INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

The Department is responsible for service relating to three program areas: Indian and Inuit Affairs, Native Claims, and Northern Affairs.

### INDIAN AND INUIT AFFAIRS

Primary Responsibility: To assist Indian and Inuit people in participatory decision-making through their band councils and associations and also to assist Indian people to achieve their cultural, economic and social aspirations within Canadian society.

### Leisure Involvement

Mandate: To improve Indian and Inuit social and economic conditions through grants, contributions and transfer payments to fairs, other organizations and individuals to promote handicraft and recreational business ventures.

Agency Inclination: Changing from one of control and direction to one of support. More responsibilities being delegated to Indian bands and Inuit groups.

Orientation: Usually rural as most bands are found here.

Clients: Indians, Inuit and non-Indians residing on reserves.

Trends: Definitive trend towards autonomy of native peoples and away from control and coordination.

The Indian and Inuit Affairs Program assists Indian and Inuit people - 302,749 Indian and 7,550 Inuit. As a consequence of the delegation of authority to the local level a number of bands now manage virtually the complete range of departmental programs including, among other things, Indian educational services and capital construction projects on reserves.

The administrative control by Indians has been supported by the transfer of funds through contributions to bands, which during the 1978-79 fiscal year amounted to \$195 million. Core funding is provided to bands so that they can develop their own internal administrative

structures. These new contribution arrangements enable bands to transfer funds between programs, give expanded powers to councils to plan, manage and account for the funds they receive and relax somewhat the supervisory role of the Department.

The Cultural/Educational Centres Program sustains 59 centers for the preservation and revitalization of Indian and Inuit languages and culture. Each is autonomous, with an Indian or Inuit board of directors responsible for administration, program development and delivery of services which have leisure spinoffs.

Increasingly, education is under band control but the Department continues to make transfer payments to band councils and Indian associations for schools and other facilities that are the centre for community and individual recreational activity.

#### NORTHERN AFFAIRS

Primary Responsibility: The provision for a higher standard and quality of northern life; equality of opportunity for northern residents; protection of the northern environment with due consideration to economic and social development; and progress toward self-government in the northern territories.

#### Leisure Involvement

<u>Mandate:</u>	Improvement of NWT and Yukon social conditions through communication linkages, development of cooperatives, provision of recreational business loans, and promotional exhibitions of native art.
<u>Agency Inclination:</u>	Promotional and supportive
<u>Orientation:</u>	Settlements and rural areas.
<u>Clients:</u>	Inuit and white population of N.W.T. and Yukon.
<u>Trends:</u>	Responsibility for service provision moving to territorial governments.

The department makes grants to Inuit people to maintain their culture. Financial support has been extended to film makers and publishers of Inuit literature.

The department has extended support to enable Inuit participation in several of the Department of Communication's satellite programs. In the NWT, such projects were under the control of the Inuit Tapirisat of Canada (ITC) while in Arctic Quebec they were run by Taqramuit Nipingat Incorporated (TNI). The ITC involvement is called Project Inurshuk and uses the ANIK-B communications satellite for inter-community teleconferencing and for the distribution of Inuit-produced educational, cultural and entertainment television programming. DIAND is funding Project Inukshuk over its three-year lifespan. The total project cost will be \$1.9 million. In Arctic Quebec, TNI uses the ANIK-B system to link communities via television for teleconferencing and for Inuit produced programming. These major communications projects are expected to result in increased Inuktitut television programming for northern broadcast.

Various Inuit art exhibitions were prepared and circulated in Canada and abroad. A newsletter for Inuit artists, "About Arts and Crafts", published three times annually, has completed its second year.

A five year General Development Agreement was concluded between the federal government and the government of the NWT in 1979. The general development agreement provides for specific development initiatives with tangential leisure involvement.

A two-year interim subsidiary agreement on community economic development in the NWT was also concluded. This agreement provides money to promote and develop tourism.

The Eskimo Loan Fund and the Small Business Loan Fund provide money for the business needs of Inuit and whites who have been unable to acquire funding through regular lending institutions.

A five-year co-operative development program, initiated in 1977-78 aims to establish financial stability and to upgrade the management skills of northern co-operatives - including recreation and sports co-ops.

Northern research is conducted within the Northern Affairs Program with emphasis on the problems of social change facing native people in the North. Demographic, nutrition and social development studies were also carried out.

Approximately \$3.5 million was spent on extramural northern research of problems identified by the Northern Affairs Program. An additional \$35,000 was awarded to Canadian universities to support research into northern social problems.

Construction of the Laird Highway is currently under way. By linking Fort Nelson in British Columbia and Fort Simpson in the N.W.T., the highway will provide a more direct route from B.C. to Yellowknife.

Financial Information 1980-81  
(Person Years Not Available)

<u>Activity</u>	<u>Grants and Contributions</u>	<u>\$1000's</u>
Indian and Inuit Affairs	Advancement of Indian and Inuit Culture	11,007
	Economic Development - leisure estimated @ 30%	10,840
	Design, construction and maintenance of community services, facilities and housing - leisure estimated @ 10%.	103
Northern Affairs	Advancement of Indian and Inuit Culture	50
	Inuit Cultural Centers	396
	Tagramiut Nipingat multi-faceted communications system - leisure estimated @ 50%	50
<u>TOTAL</u>		<u>\$22,446</u>

Changes Since 1974

The most notable change is the movement of Parks Canada from DIAND to Environment Canada.

References

Advisory Committee on Northern Development, Annual Northern Expenditure Plan: 1979-80, Ottawa: 1979.

\_\_\_\_\_, 1978-79 Government Activities in the North, Ottawa: 1980.

DIAND, Annual Report 1978-79, Ottawa: 1979.

\_\_\_\_\_, Current and Recent Research Relating to Northern Social Concerns, Vol. III, Parts 2 and 3, Ottawa: 1980.

\_\_\_\_\_, The Inuit: Northern Affairs Program, Ottawa: 1980.

Contacts

Evan Browne, Editor, North Magazine, Publications Division, Public Communications and Parliamentary Relations.

Norman Macpherson, Director-General, Federal Liaison Bureau, Government of the NWT.



INDUSTRY, TRADE AND COMMERCE

Primary Responsibility: To promote growth and efficiency in the Canadian industry.

Leisure Involvement

Mandate: Promotion of leisure products and tourism.

Agency Inclination: Supportive, but also involved in promotion of innovation and design.

Clients: Business and industry engaged in the production of leisure goods and services.

Trends: Likely to remain the same.

The Department of Industry, Trade and Commerce promotes the development of a strong industrial base in Canada and encourages the sale of Canadian goods and services abroad. The Sports Equipment and Recreational Products Section is directly involved in the promotion of the sporting goods industry. Earlier in the seventies emphasis was placed on leisure time activities. In May of 1976 a report was put out by the Leisure Products and Crafts Division entitled The Determinants of Leisure Demand and the Prospects for Leisure. The objective of this report was to provide industry and government officials with the overall framework required both to properly assess market opportunities in the industry and to develop a plan of action which would maximize its contribution to Canada's economic and social objectives. Several hundred studies in the field were reviewed and the findings were combined with some original work to provide an overview of the present and future economic impact of leisure.

Today the emphasis is placed on the area of marketing studies and on encouraging leisure product manufacturers. The Department of Industry, Trade and Commerce has developed a variety of incentive programs to help Canadian businesses market their products and services abroad. These programs can assist in identifying and developing export markets, and in financing the sale of exports. Specifically, the Sports Equipment and Recreational Products section promotes the export of sports products through their involvement in international exhibitions. They also provide information to individual sports manufacturers regarding the marketability of certain products abroad.

Product innovation is supported by incentive programs and the provision of specialized advice and information to industry. The Enterprise Development Program (EDP) provides assistance to selected



## INTERNATIONAL JOINT COMMISSION

<u>Primary Responsibility:</u>	To exercise quasi-judicial powers in considering applications for the use, obstruction or diversion of Canada-U.S. waters on either side of the line that would alter the natural level or flow on the other side.
<u>Leisure Involvement</u>	
<u>Mandate:</u>	The IJC also undertakes studies and investigations of specific issues at the request of either or both governments. To advise and oversee boundary and transboundary waters having recreation use.
<u>Agency Inclination:</u>	Regulatory, monitoring, reporting and advisory.
<u>Orientation:</u>	International and national waters.
<u>Clients:</u>	Federal governments, provincial/state governments, and recreationists.
<u>Trends:</u>	Unless both governments assign new duties or commission new studies, it is not anticipated that there will be any new initiatives.

The International Joint Commission (IJC) owes its origin to the U.S.-Canada Boundary Waters Treaty of 1909. The IJC represents a commitment to the ideal that solutions to boundary waters problems should not be sought in the normal bilateral negotiations of diplomacy, but rather in the deliberations of a permanent institution composed of equal numbers of Canadians and Americans.

The Boundary Waters Treaty is concerned with the state of transboundary and international waters between the two countries. Under the terms of this treaty, the IJC has investigative and advisory powers. Its recommendations are submitted to the respective governments (External Affairs, and the State Department) for official consideration. The IJC is usually assigned responsibilities associated with the actions approved by the two national governments.

The new Water Quality Agreement for the Great Lakes, 1978, calls for increased efforts and tougher goals for the clean-up of the Great Lakes.

In recent years, increased attention has been focussed on the close

relationship between air and water pollution. Indeed, the problem of acid rain is one of the most pressing issues facing the IJC.

Under the new Agreement, as in the old one, the IJC is responsible for analyzing and disseminating information on water quality and the effectiveness of government pollution control programs, advising the governments of the United States and Canada on Great Lakes water quality problems and making recommendations.

The Commission seeks public input through public hearings, workshops and seminars prior to reporting its final recommendations to governments.

Any uses, obstructions, or diversions affecting the natural level of flow of any boundary or transboundary waters requires IJC approval. The control of the level of the Great Lakes is partially regulated by the Commission. Indeed, the only controls are located downstream of Lake Ontario and Lake Superior.

Recent IJC studies have concluded that the cost of regulating Lake Erie water levels far outweigh the benefits to be gained.

The Commission is striving to inform the public about the intrinsic and recreational value of the water resources shared between Canada and the United States. The state of our shared waters have a direct impact on many recreation activities such as swimming, boating, fishing, and hunting. Cottagers may be significantly affected by unstable quality and levels of boundary or transboundary waters.

#### Financial Information 1980-81

Activity	\$1000's	PY
Administration	873	23
Payment of Canada's Share of Joint Studies, Surveys, and Investigations	81	
Responsibilities under Canada- U.S. Agreement on Great Lakes Water Quality	1,255	22
Contributions to Employee Benefit Plans	159	
TOTAL ESTIMATES	2,368	45
Less Revenue	391	
Add Services Provided Without Charge by Other Departments	111	
TOTAL COST OF PROGRAM	2,088	

Changes Since 1974

Implementation of the new Water Quality Agreement for the Great Lakes, 1978.

References

International Joint Commission, Report for Years 1978-79 Canada, Ottawa: 1980.

Contact

W. A. Sargent, Information Officer.





JUSTICE

Primary Responsibility: Administration of public affairs and justice.

Leisure Involvement

Mandate: Accessibility of public leisure services to all residents of Canada.

Agency Inclination: Initiative.

Orientation: National.

Clients: All members of the public, particularly the disadvantaged.

Trends: Likely to increase in developing public policies about access to information and services.

The Justice Department is responsible for the legal administration of public affairs, superintending the administration of justice and giving advice on legislation and proceedings of the Federal and Provincial governments. A major concern of the department is the accessibility of information and governmental services to all members of the public.

The Department is aware of the differentials in information availability among the public, especially special needs of clients whose accessibility is limited further than the general population at large. These people often do not know what services are available and where to obtain legal aid. This extends into all sectors of governmental services and human rights, from leisure to environmental, transportation and legal services and rights. The Department is involved in some programs designed to make information on environmental problems available and useable by all and in developing "layman's law". Similar programs could, if needs are expressed, be developed to inform all members of the public about public leisure services.

The Minister of Justice is responsible for the management and direction of the Department and has superintendence of all matters connected with the administration of justice in Canada, not within the

jurisdiction of the governments of the provinces. In carrying out its responsibilities, however, the Department of Justice interacts on a regular basis with these governments.

Financial Information

Not available

Contact

The Office of the Minister of Justice.

## LABOUR

Primary Responsibility: Control over labour and employment conditions of concern under federal legislation.

### Leisure Involvement

Mandate: To control or regulate the maximum hours of work standards. Maximum hours of work enable an individual to have some leisure time.

Agency Inclination: Control in a standardized manner.

Orientation: National.

Clients: Those agencies and employees coming under Federal jurisdiction and legislation.

Trends: Likely to remain the same.

The objective of the Department of Labour is to achieve social and economic progress through the promotion of good and equitable industrial relations and improved working conditions. The department's indirect involvement in leisure stems from the Labour Standards of the "Canada Labour Code". The availability of unobligated time (and the income standards to enable enjoyment) is a prerequisite to leisure for most people. The scheduling of such time is also critical to many leisure opportunities.

Trends in labour standards are indicating a move to flexibility under the "Canada Labour Code" maximum hours of work (an eight-hour day and forty hour week). Flexible work days allow the employee to set his or her own schedule however, the minimum daily and weekly standards must be met. Compressed work weeks allow the employee to work more than the standard hours in a day while maintaining the weekly standard. Changes in vacation scheduling allow extended vacations or split vacations. In 1978 there was an amendment to the "Canada Labour Code" section 29.1 which allowed for flexibility in standard hours if the employees and employers are agreeable to a modified work week or work schedule. The maximum standard of forty hours per week must still be met.

The Code covers all employees under the authority of the Parliament of Canada, including interprovincial or international transport, broadcasting, banks, and most Crown Corporations. Employees of the Federal Public Service are covered separately.

The department's relations with provincial governments involve a wide variety of joint committees and conferences which provide forums for discussion of aspects of industrial relations and employment conditions. These groups and meetings include the Canadian Association of Administration of Labour Legislation (C.A.A.L.L.), the Canadian Association of Statutory Human Rights Administration (C.A.S.H.R.A.), the International Labour Organization (I.L.O.), union-management conferences and meetings of federal and provincial ministers of Labour.

Another series of federal-provincial contacts relates to the collection and exchange of statistical data on various aspects of labour and employment conditions involving such issues as flexible hours and vacation scheduling.

#### Financial Information

Not available

#### Changes Since 1974

Information Canada is no longer in existence.

#### References

Labour Canada, Annual Review 1979, Ottawa: 1979.

\_\_\_\_\_, Canada Labour Code Part III 1978, Ottawa: 1978.

\_\_\_\_\_, Labour Standards in Canada 1979, Ottawa: 1979.

#### Contacts

Wayne Nute, Program Analyst.

## MULTICULTURALISM

Primary Responsibilities: To facilitate an acceptance of ethnocultural groups in the future growth of Canada; to give official government recognition to the contributions of those groups to Canadian society; and to encourage the preservation and sharing of cultural expression and traditions.

### Leisure Involvement

Mandate: Support to multicultural performing and visual arts groups, to writing and publishing, to intercultural communication and to historic research on ethnocultural groups in Canada.

Agency Inclination: Initiation, support and promotion of services to non-official language groups.

Orientation: National.

Clientele: That group of Canadians for whom there is no other specific funding program and whose concerns and aspirations are not dealt with by any other special federal agency.

Trends: Priority is being given to support for full social, economic and political participation of ethnocultural groups in the Canadian mainstream. Encouragement of cultural traditions, including artistic traditions, is perceived as a vehicle to help accomplish the foregoing.

The Ministry of State for Multiculturalism is responsible for developing policies and coordinating activities among the various federal government bodies offering services to Canadian ethnic minority groups. Among those bodies dealing with ethnic concerns, the most explicit mandate rests with the Multiculturalism Directorate within the Department of the Secretary of State. The activities of the Directorate are described here.

The Multiculturalism Directorate is responsible for implementing programs that support the official policy of multiculturalism within a bilingual national framework. Active communication with the public and



with all sectors of government is undertaken to promote an awareness of the pluralistic nature of Canadian society. In working toward mutual appreciation and understanding among all Canadians, the Directorate has two primary approaches. The first is to aid ethnic cultural groups to articulate their needs and to achieve their legitimate aspirations. The second is to inform society at large of the multicultural nature of Canada and to encourage an appreciation of our cultural diversity.

A number of strategies have been devised with the aim of working toward Multiculturalism objectives. At present there are eight funding programs which provide grants to organizations (and to individuals, in special cases) representing voluntary ethnocultural groups. The grants and contributions programs are described briefly next.

The Performing and Visual Arts Program supports production and promotion of a rich variety of folk art forms, including music, song, dance, sculpture and painting. The Writing and Publications Program provides grants for research, writing, translation and publication of historical works and creative literature reflecting cultural diversity. Such works may be published in either the ancestral language or one (or both) of the official languages.

Support to ethnocultural community groups is made available through three related efforts. The Operational Support Program provides core funding for the development of effective voluntary organizations representing the interests of various cultural communities. Through the Group Development Program grants are made available to groups for educational gatherings (i.e. seminars, workshops and conferences). The International Communications Program provides core funding to promote intercultural coordination of activities and to stimulate creative interchange among member groups.

Learning and retention of heritage languages, usually outside of the formally organized school system, are aided by the Cultural Enrichment Program. Financial assistance is given towards course operating costs, instructor training and teaching-aids development. Also, the provision of access to courses of study in cultural pluralism is encouraged by the Canadian Ethnic Studies Program. Finally, the Cultural Integration Program provides assistance for the social and cultural adjustment of immigrants into Canadian society.

Numerous non-grant initiatives are also undertaken by the Multiculturalism Directorate. Efforts are made to bring the artistic expression of ethnocultural groups into the mainstream of arts activity in Canada. Preferred vehicles in moving toward this objective are films, festivals, special performances, and skill development programs for groups.

Through the Historic Program, the government commissions the research and writing of accurate histories of ethnocultural groups in



Canada. The Commissioned histories, intended for general public use as well as for educational institutions' purposes, are meant to be both entertaining and scholarly. Mainstream literary institutions and agencies are encouraged, through the Creative Literature Program, to become aware of the presence of a body of Canadian literature with a particular cultural perspective or written in a non-official language.

A Mass Media Relations Program is directed at providing ethnocultural groups with the necessary skills to use the media effectively. Perhaps more importantly, the program attempts to make national mass media organizations sensitive to the magnitude of cultural pluralism and to the concerns of ethnic groups. Through the Ethnic Press Analysis Service, the Directorate monitors opinion trends and problems within communities by analysis of more than 200 periodicals and newspapers in over 30 languages. Other important social initiatives include special attention to the concerns of immigrant women and to the development of supplementary learning materials on multicultural topics.

In carrying out its mandate of encouraging cultural diversity, the Multiculturalism Directorate coordinates its activities with certain other federal agencies. Of these, the most prominent are the National Film Board, the National Museum of Man, the National Library and the Public Archives. Consultation with ethnocultural communities is achieved through the Canadian Consultative Council on Multiculturalism, a 100-member advisory council to the Minister. Implementation of multiculturalism policy is further enhanced by two other consultative bodies - the Canadian Ethnic Studies and the Canadian Ethnic Histories Advisory Panels.

#### Financial Information, 1980-81

Activity	\$1000s	PY
Multiculturalism	21,287	27

#### Changes Since 1974

Increasing emphasis is being placed on encouraging the development of necessary skills which will permit full participation of ethnic minority members in all aspects of Canadian life.

#### Reference

Multiculturalism Directorate, Programs of Support of Multiculturalism, Ottawa: 1978.

#### Contact

Gilbert Scott, Chief, Program Analysis Division.



## NATIONAL ARTS CENTRE CORPORATION

Primary Responsibility: To operate and maintain the Centre, to develop the performing arts in the National Capital Region and to assist the Canada Council in the development of the performing arts elsewhere in Canada.

### Leisure Involvement

Mandate: Leisure opportunities in the National Capital Region, as well as instructive opportunities across Canada.

Agency Inclination: To support, promote and initiate programs.

Clients: Residents and tourists to the National Capital Regional as well as educational institutions across Canada.

Orientation: Local/Regional.

Trends: Likely to remain the same.

The National Arts Centre, home of the performing arts in the National Capital Region houses four performance facilities (the Opera, Theatre, Studio and Salon), boutiques, dining facilities and various works of art. The Centre hosts Canadian and international attractions ranging from ballet and opera to folk music and dancing.

The primary objectives of the Corporation are: to operate and maintain the National Arts Centre; to develop the performing arts in the National Capital Region; and to assist the Canada Council in the development of the performing arts elsewhere in Canada. In furtherance of its objectives, the Corporation may arrange for and sponsor performing arts activities at the Centre; encourage and assist in the development of performing arts companies resident at the Centre; arrange for or sponsor radio and television broadcasts and the showing of films in the Centre; provide accomodation at the Centre for national and local organizations whose objects include the development and encouragement of the performing arts in Canada; and at the request of the Government of Canada or the Canada Council, arrange for performance elsewhere in Canada by performing arts companies, whether resident or non-resident in Canada, and arrange for performances outside Canada by performing arts companies resident in Canada.

It is interesting to note that with a view to achieving the above-stated objectives, Her Majesty leased the National Arts Centre building complex to the Corporation for a period of twenty years

commencing June 1, 1969. Under the terms of the lease, the Corporation is responsible for maintenance and operation of the building complex, but is not required to pay for use of the complex. Accordingly, the accounts of the Corporation do not include any charge for rent, interest or depreciation related to the building complex.

The Arts Centre is home of the 45-member National Arts Centre Orchestra, a permanent resident theatre company, which operates in both English and French; and a french theatre company L'Hexagone - the latter, performing mainly in schools to student groups across Canada. The English counterpart, The Hexagon, was dropped, primarily as a result of a financial decision.

During the fiscal year 1978-79 the National Arts Centre presented a total of 823 performances, reaching a total audience of 694,679. The Centre's patrons came to see 84 orchestral and other musical concerts, 12 performances of opera, 506 performances of theatre, 31 performances of ballet and dance, 45 musical shows, 113 variety shows and 32 film screenings.

The Corporation is presently working on a survey, the results of which are expected to be released sometime in June or July. It is a standard market survey to determine what types of people attend the Arts Centre and what their preferences are. In addition to this survey an extensive report on funding is being prepared for the Cultural Review Committee.

As well as directly affecting the performing arts in the National Capital Region, the Corporation indirectly supports local groups through the lending of props, lighting/sound equipment, costumes and expertise. An interesting fact to note is that three quarters of the Ottawa Youth Orchestra is taught by members of the National Arts Centre Orchestra.

The present leisure involvement trends of the National Arts Centre will remain relatively the same with an expected increase in the group tours package deals available.

The Corporation is funded by federal grants and through ticket sales and other revenues.

#### Financial Information 1980-81

Activity	\$1000's	PY
Operations and Maintenance	10,379	292
Performing Art Development -	8,187	83
National Capital		
Rest of Canada	910	9
<u>TOTAL COST OF PROGRAM</u>	<u>\$19,479</u>	<u>384</u>
Less Revenues	8,563	
<u>TOTAL ESTIMATE</u>	<u>\$10,913</u>	

Changes Since 1974

The English Hexagon Company is no longer in existence.

References

National Arts Centre Corporation, Annual Report 1978-79, Ottawa: 1980.

Contact

Mr. Goldsmith, Director of Public Relations.





## NATIONAL CAPITAL COMMISSION

Primary Responsibility: Development of the nation's capital.

### Leisure Involvement

Mandate: To improve the quality of life and leisure in the National Capital Region.

Agency Inclination: Promotional and initiative.

Orientation: Local.

Clients: All residents and visitors to the National Capital.

Trends: More emphasis placed on leisure and cultural aspects and less emphasis on planning.

The primary focus of the Commission's regional planning activities is the national interest. This includes a particular concern for the development of the core area of the Capital on both sides of the Ottawa River as the primary centre of urban life of the Region. It also includes the promotion and improvement of institutional, functional and cultural aspects of the Region which are of particular importance in the Region's role as seat of the Government of Canada. In addition, the NCC conserves and maintains sites and buildings which have national significance either from an historical or environmental perspective or are of exceptional quality.

As a major land holder, the Commission provides many facilities for outdoor recreational activities. The Gatineau Park, covering 35,600 hectares, is the major national recreation and conservation area of the National Capital Region and is the largest single property under the jurisdiction of the National Capital Commission. It is immediately accessible to residents as well as visitors to the Capital. Each year some two million persons visit Gatineau Park, where they can take advantage of several swimming beaches, camping and picnic sites, nature interpretation centres, walking and cross-country ski trails and two downhill ski centres.

A Greenbelt surrounds the Capital Region in a crescent and provides easy access to open space resources. Recreational opportunities available in the Greenbelt are wilderness, forest and conservation areas providing hiking, skiing, riding, showshoeing, nature study, picnicking and organized outdoor education. In 1977 the NCC began a study of the management of the Greenbelt in the face of increasing, and sometimes,

conflicting demands for its use. In particular, there is a need to reconcile recreational demands with agricultural uses and the conservation of ecologically sensitive sites.

The Federal Government, the Regional Municipality of Ottawa-Carleton and the City of Ottawa are working together to help revitalize the commercial function of Rideau Street. In 1978, the three levels of government established the Rideau Area Project in order to develop plans for the area. One of the proposals of this project is a new major department store with ancillary retail stores. It is also proposed that a major new hotel will form part of the complex.

The NCC provides many activities and festivals for visitors and the local residents, some of which are listed below.

The Vistor Reception Centre operates year round and has displays and films on the National Capital Region. The NCC distributes not only its own maps and publications, but also those of other federal government departments and agencies.

Walking Tours of the downtown areas of the Capital are provided by a group of students engaged each summer by the NCC.

An Interpretation Program provides various types of educational and information programs on the natural and human history of the National Capital Region. Activities include guided nature walks, interpretation lectures and the operation in the early spring of a maple sugar bush.

A Sulpture Walk is organized by the NCC to present a large number of public sculptures which have not been adequately publicized in the past. Thirty-four traditional and modern works are on display for viewing by the general public to whom NCC provides an explanatory brochure.

Special Summer and Winter Activities are organized by the NCC which include the Spring Festival and a week long winter festival entitled "Winterlude."

Although the Rideau Canal comes under the jurisdiction of Parks Canada, which is part of Environment Canada, the NCC manages and maintains the Rideau Canal skating rink under a program for the development and improvement of the National Capital.

In addition to the skating rink, the NCC is responsible for sixty-seven kilometres of paved bicycle paths, four toboggan runs in abandoned quarries, three sugar shanties, approximately 250 kilometres of cross-country ski trails, a campground named LeBreton Camping located on the edge of the City of Ottawa, two outdoor theatres - the Astrolabe and the Fairy Lake theatre, which can accommodate 10,000 persons. Garden

plots are also provided, at a nominal rental, for persons who do not have the opportunity to grow vegetables or flowers in private gardens.

On the cultural side, the NCC has initiated many open-air presentations: for example, the performances of the Penny Farthing Circus, the noon hour concerts, the free shows at the Astrolabe every evening during the summer, and the concerts in the natural amphitheatre at Fairy Lake. Day to day contact exists with the Regional Municipality of Ottawa-Carleton and, to some extent, the federal government.

#### Financial Information 1980-81

Activity	\$1000s	PY
Recreation and Culture	18,772	423
Estimates Administration, Finance and Policy Development (25% of total)	3,678	51
<b>TOTAL ESTIMATES</b>	<b>22,450</b>	<b>474</b>

#### Changes Since 1974

The same programs are still on-going with the addition of new projects listed previously.

#### References

National Capital Commission, Annual Report 1978-79, Ottawa: 1979.

\_\_\_\_\_, Gatineau Park in the National Capital Region, Ottawa.

\_\_\_\_\_, The Rideau Canal, the Longest Skating Rink in the World, Ottawa: 1980.

#### Contacts

M. B. Lalonde, Chief, Public Relations.



## NATIONAL DEFENCE

Primary Responsibility: To maintain Canada's sovereignty through a system of national security and defence.

### Leisure Involvement

Mandate: To engage in the protection or rescue of recreationists, and provide public and ceremonial displays of military pageantry.

Agency Inclination: Supporting, co-ordinating, promoting.

Orientation: National.

Clients: All residents that are in need of protection or rescue. Spectators at displays of military pageantry.

Trends: While it is not likely that the DND will receive new areas of responsibilities, it is estimated that closer interaction between community and military will continue to develop.

The Department of National Defence (DND) is the co ordinator of the Search and Rescue Program (SAR) in Canada and adjacent ocean areas. The RCMP, the departments of Indian and Northern Affairs, Energy Mines and Resources, Transport, Fisheries and Oceans, and Environment also assist with operations.

The SAR program's main activity is to direct and partake in search and rescue operations for missing aircraft, distressed vessels, and missing persons (i.e. hikers, hunters, mountain climbers).

Canadian Forces' SAR personnel, in conjunction with Transport and Fisheries, are active in the field of accident prevention and education. They provide lectures and seminars to organized groups of fishermen, flying clubs, boating and sailing clubs, provincial emergency agencies and SAR oriented organizations. These discussions focus on the SAR's organization and resources, defensive flying, safety and survival tips, and techniques in both air and sea emergencies. The Canadian Armed Forces will render assistance in disasters of unforeseen nature which, because of suddenness, severity, or duration, are beyond the resources of municipal or provincial authorities. It is not uncommon that Forces personnel assist in battling forest fires, floods, and navigational and ecological disasters. Avalanche control along mountain highways is often a responsibility of the DND's artillery staff.



The Armed Forces stage a large number of displays, cultural and social events in Canada. Countless individuals in Canada and abroad witness each year the shows provided by the precision Snowbirds Air Demonstration Team. Complementing the Snowbirds, is a ten-man aerial team of experienced Canadian Forces parachutists called the Skyhawks.

The Department of National Defence is committed to pursuing musical excellence through a network of Armed Forces Bands. These bands travel throughout Canada and abroad. They perform at public gatherings and state functions.

Each summer, a contingent of the Governor-General's Foot Guard mounts a Ceremonial Guard at Rideau Hall. In addition, they parade daily on Parliament Hill.

Regular Armed Forces personnel have participated in ceremonial duties for state occasions such as the Queen's Jubilee and Lord Mountbatten's funeral.

The DND participates in numerous displays and exhibitions. These displays keep the public informed of its activities and capabilities. The DND reaches smaller communities by means of two mobile theatres. In addition, displays are provided to stations and bases for their Armed Forces Day open houses.

Organizers of national and international sporting events can request the aid of Armed Forces' personnel, facilities, materials and equipment, quarters, and transportation. Some charges may be levied for these services. DND services have been employed at the Montreal Olympic Games, the World Student Games, and the Arctic Games.

Armed Forces lands, which comprise major holdings in some parts of Canada, are often utilized for leisure purposes such as hunting and fishing. Since public safety is paramount, it has been necessary to place restrictions on certain firing ranges and other hazardous areas.

The recreational facilities of Department bases are comparable if not superior to those of many municipal establishments. In isolated regions, the Department places special consideration to leisure opportunities. Programs are developed for defence staff and their families. These programs feature cultural, social, and physical activities. A great deal of emphasis is now placed to foster sport competition.

When Armed Forces facilities are not required for departmental



purposes, these may be rented to civilian organizations for a variety of functions. Rental fees may be waived for youth and public service groups. Other assistance can be provided as well, but this will necessitate individual arrangements.

The primary goal of Defence Scientific Services (DSS) is to provide and foster scientific and technological effort in continuing support of Canadian defence roles and objectives. It works in close co operation with numerous civilian agencies. Many developments of the DSS have spin-offs for civilian uses. The DSS has made significant contributions in: navigation aids, search-and-rescue techniques, sport aviation, parachuting, dehydrated foods, camping and sporting gear, survival equipment, and sport clothing.

The Canadian Forces Postal Service (CFPS) operates Military Post Offices and mail rooms in Canada and in overseas locations.

In conjunction with the Navy League, the Army Cadet League, and the Air Cadet League, the Department of National Defence operated and supports a Cadet Program throughout Canada for some 60,000 youngsters.

The Summer Cadet Program, which is the major feature of the DND's support to the Cadet movement, provides training for 18,000 cadets each summer. Their activities include: adventure training, boat work, bush survival, mountaineering, gliding, flying and musical training. An Exchange Program allows a limited number of selected cadets to undertake training abroad.

### Financial Information

Not available

### References

Department of National Defence, Defence 1979, Ottawa: 1980.

\_\_\_\_\_, Sentinelle, 1977/1.

### Contact

G. Lusignan, General Inquiries Officer.



NATIONAL DESIGN COUNCIL

Primary Responsibility: To advise the Minister of Industry, Trade and Commerce on the improvement of the design of Canadian products.

Leisure Involvement

Mandate: Improvement of leisure products and of the design of facilities involved in tourism.

Agency Inclination: Policy and promotion.

Orientation: National.

Clients: All levels of government, industry and consumers.

Trends: Likely to remain the same.

The National Design Council is a program-formulation and policy-making body advising the Minister of Industry, Trade and Commerce. Advice is given regarding programs, policies and projects which will best promote the application of good design to Canadian life. The primary emphasis is placed on the Council's role of acting as a catalyst for the initiation of such policies and programs as will achieve its goals. The Council is also concerned, to a certain extent, with the social, political, economic and environmental implications of the design of products and technology by public and private agencies. The National Design Council meets with the provinces on a regular basis, once a month.

Financial Information

Not available

Contact

J. H. Swann, Director, Co-ordination, Special Projects



NATIONAL FILM BOARD

Primary Responsibility: To interpret Canada to Canadians and to the people of other nations through the medium of film.

Leisure Involvement

Mandate: The production and distribution of film as a leisure resource in itself, and as an educational tool to promote other recreational activities.

Agency Inclination: Initiation, support and promotion of motion pictures ranging from film shorts to full-length features.

Orientation: Regional, national and international.

Clients: Other government departments, the general public, international audiences, film societies, educational institutions, industrial work groups.

Trends: Increasing emphasis on regionalized production efforts and on co-productions with film agencies in other countries, with the CBC, and with provincial government agencies.

The fundamental purpose of the National Film Board is to provide the individual Canadian with a sense of his or her own cultural identity. This is accomplished through the production and distribution of films of technical and artistic excellence. Films dealing with tourist attractions, sports spectacles, creative artists, various community and minority groups and a host of other subjects examine elements of Canada's social, political and economic environment.

Part of the work of the French and English Production Branches is carried out in eight specialized studios (i.e. video, animation, multi-media, science) in Ottawa. The multi-media studio is the largest producer of Canadian audio-visual educational material for schools. Over the last five years, production studios in several regional centres - Vancouver, Edmonton, Winnipeg, Toronto and Halifax - have provided an expanded regional perspective. The purpose of film production decentralization is two-fold: 1.) to make films that would not normally be made and to provide them with a distribution network, and 2.) to encourage regional film-making communities through provision of

employment opportunities, production training and creative example.

The Ottawa Services Branch consists of four divisions, described below. The Canadian Government Photo Centre, one of the most complete photo labs in the country, is a \$1.8 million business, the primary clients of which are government departments and crown corporations. The Centre's work includes processing and printing photos, creating huge picture panels for display backdrops, and providing photographic services at special events.

The Sponsor Program Division acts as the procurement authority for privately made audio-visual materials requested by government departments. The Sponsor Program Review Board, comprised of representatives from the NFB and the private film sector, monitors the tendering and contracting out of films.

The Still Photography Division buys and exhibits nationally the works of Canadian photographers. The Photothèque, a library of Canadiana photographs and picture slides, offers its services to government and to an international public. Copies of library holdings may be obtained for a fee.

In addition to the above activities, the Ottawa Services Branch also administers an educational certification program. Under an international agreement on certification, the free flow of approved educational audio-visual materials between nations is facilitated.

The Distribution Branch has three component units, described next. Within the Canadian Distribution Division English and French marketing sections plan, in collaboration with regional officers, activities related to the national release of a film. Field representatives in thirty centres across Canada are responsible for implementing the marketing plans in response to local audience needs. Specialized marketing strategies are also developed to sell audio-visual materials to schools, theatres and business groups. Films are loaned to the general public at no charge through one of the thirty NFB offices either by pre-booking or by a walk-in and pick-up service. An estimated audience of 500,000 enjoyed benefits from the film lending services in Canada in 1980.

The International Distribution Division arranges film bookings and encourages sales through five NFB offices and ninety diplomatic post libraries abroad. The committee responsible for selecting films for international dissemination is composed of representatives from External Affairs and the NFB. This committee has the task of arranging screenings at Canadian embassies and ensuring a Canadian presence at cultural events abroad. Also, officials of the division will advise and assist other nations in setting up a film library and distribution network, as well as conduct film workshops and seminars.

Support functions for the preceding two divisions are provided by



the Distribution Services Division. Computer information services, customer services for print ordering, inventory control and graphic services for the design and production of all NFB promotional materials are among this division's responsibilities.

The Public and Media Relations Branch is responsible for coordinating liaison with the media, participation in film festivals, organization of special events, preparation of prestige screenings and hosting visitors at NFB headquarters in Montreal.

An extensive range of services for the two production units and the distribution branch are provided by the Technical and Production Services Branch. Among its activities are film processing, sound mixing, and special visual effects creation. New equipment is tested and analyzed for professional filmmaking while improvements are sought in existing equipment. Reports on technological testing and innovation are prepared by the branch for distribution to the Canadian film industry at large.

#### Financial Information, 1980-81

Activity	\$1000's	PY
Executive and Administrative	6,093	179
Film Production	27,016	650
Film Distribution	14,782	280
Research and Development	615	14
Capital	1,438	
TOTAL EXPENDITURE	48,506	1,123
Less Revenue	9,630	
TOTAL COST OF PROGRAM	\$40,314	

#### Changes Since 1974

Establishment of regional film production studios in Vancouver, Edmonton, Winnipeg, Toronto and Halifax.

Continued excellence in film-making, affirmed by receipt of numerous awards and other honours bestowed by the international cinematic community.

#### References

Lysyshyn, James, National Film Board of Canada: A Brief History, Ottawa.

National Film Board, Annual Reports 1978-79, 1979-80., Ottawa: 1979, 1980.

#### Contact

Robert Palmer, Regional Director, Distribution Office.



## NATIONAL HARBOURS BOARD

Primary Responsibility: The Board promotes the efficient use of its ports for the purpose of accommodating both domestic and international water-borne trade.

### Leisure Involvement

Mandate: Provision of areas not conducive to commercial shipping, for leisure services.

Agency Inclination: Initiation.

Orientation: National (primarily in urban areas).

Clients: Other government agencies at all levels (primarily municipal) and public at large.

Trends: Increasing involvement in the provision of waterfront parks and commercial facilities including convention centers.

Since 1974, the Board has become more involved in providing facilities for leisure services. In areas where facilities are no longer conducive to commercial shipping, the Board does lease to those requiring leisure facilities. In February, 1981 a section called the Real Property Services was set up to coordinate the leasing of facilities. Each port also has representatives who are involved in real estate.

Generally speaking, the rental fee is set at a percentage of the market price, which implies that the Board is implicitly subsidizing the municipalities' leisure provision. Given the scarcity of facilities in Vancouver, no concessions are made, and the market price is charged. At the present time, a policy is being developed to set leasing rates.

In Vancouver, the Burrard Yacht Club and the Royal Vancouver Yacht Club rent facilities. At the present time, there is also an anchored vessel being used as a restaurant on the north shore. Plans are presently being made on the south shore to provide boating facilities, but this facility will not be available for another five years.

The Board has also been involved in the preservation of heritage areas. In 1979, the Board participated with Parks Canada in refurbishing wharves required as part of the redevelopment of the Old Port section of the City of Quebec. A similar development is taking place in Montreal.

In St. John, New Brunswick, it was necessary for the ferry service

to move its facilities elsewhere. At the present time, this area has become a market square development.

With regard to providing leisure facilities directly to the public at large, the Port of Vancouver has a visitors' viewing gallery at the Vanterm Container Terminal and offers guided tours and audio-visual presentations. Over 40,000 visitors tour this port annually.

Also at Vancouver, the Board is committed to fund and operate a major marine passenger facility which will be integrated with a convention trade centre to be completed in 1982. This terminal will serve the increased cruise ship traffic calling at major west coast ports.

Two of the ports have been named as future sites for important international conventions. Vancouver was named host port for the 1983 world convention of the International Association of Port Authorities, while Quebec was chosen as host for the 1984 convention of the American Association of Port Authorities. The Board is involved in on-going relations with all levels of government.

#### Financial Information 1980-81

The Board is a self-supporting government agency.

Activity	\$1000's	PY
Real Property	NA	6
Services		

#### Changes Since 1974

The Board is more involved in the provision of waterfront parks and commercial facilities.

#### References

National Harbours Board, Annual Report, 1979, Ottawa: 1979.

#### Contacts

F. B. Ellam, Corporate Secretary.

## NATIONAL HEALTH AND WELFARE

Primary Responsibility: To maintain and improve the health, well-being and the social security of all Canadians.

### Leisure Involvement

Mandate: Enhance awareness of "self-imposed lifestyle risks", and to encourage Canadians to make appropriate lifestyle choices. To establish programs that enable Canadians to become more actively involved in the life of their community.

Agency Inclination: Supportive to other agencies (eg. provinces) for some services; promotional for others.

Orientation: Rural and urban.

Clients: Public at large, though some programs are targeted for special groups (senior citizens).

Trends: NHW has become increasingly preoccupied with the conundrum of federal-provincial financing and less and less concerned with providing services to individuals. Since 1974, Fitness and Amateur Sport has moved from Health and Welfare to the Secretary of State. Accordingly, one of the policy instruments at the disposal of the department to improve lifestyles has been lost.

The New Horizons Program was initiated in 1972 to enable retired Canadians to become more actively involved in their community. A wide variety of projects have been funded, which are grouped under the categories of sports and recreation; crafts and hobbies; historical, cultural and educational activities; community and information services, and activity or drop-in centers. There are regional offices in each province manned with officers who are there to ensure that citizen groups know what resources are available, to help seniors design a project and to make recommendations to head office.

The program began with \$14 million in 1972 but with the budget cuts of August 1979 the current funding is \$12.6 million. The philosophical thrust of the program is to meet the perceived needs of seniors. In the beginning only arts and crafts were funded, now the program has moved



into such services as theatre groups, looking at the societal attitude toward senior citizens and coping with death and dying. It has also provided seed money for Meals on Wheels projects. Currently 60 percent of the project money is fed into rural areas where it appears the program has gained the most interest. Intended as seed money, project funding is usually available for up to 18 months.

The New Horizons Policy Review Committee made recommendations in 1979 that were approved by the Minister. Minor changes in program policy are being implemented with emphasis on volunteerism, greater involvement of newly retired participants, and the strengthening of senior citizens organizations. Given Canadian demographics it is unlikely the New Horizons Program will suffer the same fate as the Opportunities For Youth and Local Initiatives Programs in the 1970's.

Operation Lifestyles, which began in 1976, was established to increase the number of Canadian companies which provide health promotion services to their employees and to their customers. The program is intended to be a marketing vehicle for the Department in promoting appropriate lifestyle choices. Employers have been presented with lifestyle and health promotion packages which they will be encouraged to implement with their employees, using company resources. Operation Lifestyle's budget is projected to double from \$100,000 in the 1980-81 fiscal year to the 1981-82 fiscal year.

In collaboration with Operation Lifestyles, eight provinces participated in the 1980 Corporate Challenge which consisted primarily of novelty fitness events. Four thousand people were involved, representative of 400 corporations and hospitals. It is expected that 10,000 employees will participate in 1981.

Under the Canada Assistance Plan the federal government cost shares with the provinces on a 50-50 basis, the financing of a variety of social services falling under provincial jurisdiction. Cost-shared services include institutions for special care where physically or mentally impaired persons may to a greater or lesser extent benefit from recreation rehabilitation facilities.

#### Financial Information 1980-81

Activity	\$1000's	PY
New Horizons	14,450	84
Operation Lifestyles	100	NA
TOTAL	14,550	84

#### References

Health and Welfare Canada, Annual Report, 1979-80, Ottawa: 1980.



\_\_\_\_\_, Evaluation of the New Horizons Program,  
Ottawa: 1977.

\_\_\_\_\_, Operation Lifestyles Program Statement,  
Ottawa: 1980.

\_\_\_\_\_, Report and Recommendations of the New  
Horizons Policy Review Committee, Ottawa: 1979.

\_\_\_\_\_, New Horizons, Ottawa.

#### Contacts

Robert Dooner, Director, Operation Lifestyles.

Bud Stupnisky, Head, Program Development, New Horizons Program.



NATIONAL LIBRARY

Primary Responsibilities: The acquisition of all published Canadian books and official government documents, and the provision of current bibliographic information on publications of Canadian origin or interest to other libraries.

Leisure Involvement

Mandate: The collection of books, music manuscripts, sound recordings, materials on fine art, theatre and sport, children's literature, Canadian graduate theses, published studies on native and other ethnic cultures, studies on the economic and/or social impact of certain leisure industries.

Agency Inclination: Initiation, support and promotion in the collection of Canadiana.

Orientation: National and local. Materials are available for use only through interlibrary loans or on National Library premises in Ottawa.

Clients: Other libraries, students and accredited researchers, other government agencies, special interest groups (who may borrow display materials for an approved purpose).

Trends: Increasing use of micro storage techniques. Development and refinement of the Library's integrated on-line data base which will provide services to a Canadian library network.

The National Library is the legal depositor for published federal government documents and for two copies of all other books published in Canada. The general collection which includes newspapers, periodicals and foreign official publications is an excellent source of information for researchers in almost any area of Canadian studies. Additionally, there is a growing collection of international works in the humanities and the social sciences.

The Library houses three special bodies of work. A Canadian Music Collection contains sheet music, concert programs, biographical information on musicians, and sound recordings. The Jacob M. Lowry and

Saul Hayes Collections contain rare Hebraic and Judaic printed books, as well as microfilm copies of Judaic manuscripts held by Eastern European libraries. A Rare Books and Manuscripts Collection has a focus on Canadian works. Featured are examples of the work of pre-Confederation printers, several rare native-language books, limited editions and print portfolios of Canadian artists, and the personal papers of eminent Canadian literary figures.

All materials in the special collections are non-circulating and must be used in the room specifically provided for them. In special circumstances, materials are loaned for exhibitions. Limited photocopying of other non-fragile materials is permitted if copyright laws are not infringed.

Special services of the National Library include the Canadian Children's Literature Service, the Multilingual Biblioservice, the Book Exchange Centre and a computer-based reference service offering automated literature services. The Children's Literature section advises other libraries about ways to develop or improve children's services, prepares evaluative bibliographies and writes critical reviews of children's literature, in addition to developing a collection of Canadian and award-winning non-Canadian books and periodicals.

As part of the federal government's multicultural program, the Multilingual Biblioservice supports public library service to Canada's minority language groups. Groupings of books in twenty-five languages other than French and English are loaned to designated public libraries through the cooperation of provincial and territorial library agencies. A large increase in demand for books in Vietnamese has been a recent development.

The task of the Canadian Book Exchange Centre, in which over 1,000 libraries participate, is to redistribute surplus library materials. In 1980, 2.5 million publications were received by the Centre; many of the materials are selected by the National Library for its own collections. The exchange services is an important source of back runs of serials and official publications needed for inter-library loan requirements.

The National Library reproduces on microfiche theses from Canadian universities. A bibliographic publication, Canadian Theses/Theses Canadiennes is distributed to other libraries. Representations have been made to government for increased support to this service. More complete cataloguing of theses and promotion of the availability of current resources are desired objectives.

Library reference staff will assist researchers in borrowing materials from other libraries and in renewing interlibrary loans. Several automated union catalogues on site in Ottawa list holdings of all major libraries across Canada. The National Library, despite its

relatively small collection, has become the second largest Canadian lender to other libraries as location searches and interlibrary loan demands increase each year.

The Library Documentary Centre searches out and indices materials relating to Canadian librarianship and information science. As a professed leader in its field, the National Library acts as a coordinator and clearing house of knowledge on advances in public information services.

A significant progression in library information networking is seen in the development of an on-line data base management system (DOBIS), not yet fully operationalized to its potential. The objective is to build a national library network providing information storage and retrieval for all members, and eventually to link internationally in a global system. Pilot projects have demonstrated that improved user services and satisfaction as well as an increased ability to handle work-loads are possible with DOBIS.

#### Financial Information, 1980-81

Activity	\$1000's	PY
Administration	1,426	29
Library Systems Centre	3,328	47
Collections Development	2,599	64
Public Services	5,208	204
Cataloguing	4,618	156
TOTAL	17,179	500
Add Services Provided	3,981	
Free by Other Departments		
TOTAL COST OF PROGRAM	\$21,160	

#### Changes Since 1974

Introduction of increasingly sophisticated cataloguing and information retrieval systems.

Advises on the development (and encourages introduction) of special information access devices that facilitate greater use of library resources by the physically handicapped.

References

National Library, Annual Report of the National Librarian, 1979-80,  
Ottawa: 1980.

\_\_\_\_\_, The Future of the National Library of Canada,  
Ottawa: 1980.

Contact

John E. T. Reid, Assistant Director, Reference



NATIONAL MUSEUMS OF CANADA

Primary Responsibility: The purposes of the Corporation are to demonstrate the products of nature and the works of man, with special reference to Canada, so as to promote interest throughout Canada and to disseminate knowledge thereof.

Leisure Involvement

Mandate: The National Museums of Canada are charged with the collection, registration, preservation, research, exhibition, and interpretation of significant works of nature and man.

Agency Inclination: Promotional and educational.

Orientation: National, regional, and to a large degree urban.

Clients: Anyone may derive satisfaction from some of the services made available by the National Museums of Canada. As the nation's capital, Ottawa, is endowed with the single greatest concentration of national museums in Canada.

Trends: It is foreseen that the policy of service decentralization is likely to continue. Due to the economic ills of the country, the Corporation anticipates no expansion of programs.

The National Museums of Canada is a departmental Crown Corporation of Canada which is funded through an annual appropriation which provides for the operating expenditures of the Corporation as well as providing annual amounts for credit to the Purchase accounts.

A new national museum policy is soon to be released. It will be an attempt to clarify the Corporation's role in society, and chart an appropriate course of action in response to the persistent weaknesses of Canada's economy.

The Corporation is comprised of the National Gallery of Canada, the National Museum of Man (including the National War Museum), the National Museum of Natural Sciences, the National Museum of Science and Technology (including the National Aeronautical Collection), and the National

Programs.

The question of accommodation for all the National Museums has become a crucial and even critical preoccupation of its administrators. They are determined to try and convince the federal government of the inadequate accommodation and conditions that endanger the national collections.

All four National Museums are significantly involved in research, public programming, collecting, and conservation. The National Museum of Science and Technology, however, is not greatly involved in research activities.

The National Gallery of Canada (NGC) is still awaiting the realization of quarters especially designed for art gallery purposes. Despite this inconvenience, the NGC provides numerous activities.

The Education Services Program enhances the exhibitions through: guided tours, lectures, promotion, gallery talks, film screenings, audio-visual presentations, volunteer lectures, as well as a Children's Program. The School Project yearly involves almost 10,000 student visitors. In addition, the NGC's Promenart Program offers tours of the public sculpture on Parliament Hill and Confederation Park.

The Gallery publishes books, journals, brochures, and posters. It completed the photography of the permanent collection, and is continuing its efforts towards the publication of catalogues of the permanent collection.

The Gallery processes numerous loans to art institutions, the majority of which go to Canadian institutions, but many do go to foreign galleries and museums.

The National Museum of Man performs essentially the same activities as the National Gallery of Canada. Its collection is inadequately housed in 15 scattered buildings, and its efforts are undermined by both continuing budget and staff reductions.

The National Museum of Man depicts Canada's cultural history. It undertakes numerous archeological research and restoration projects. It has recently been engaged in a successful joint excavation with Parks Canada.

The National Museum of Natural Sciences is committed to a wide range of field work, collection, exhibition and research. It also encourages public awareness in the natural sciences. This year, the Museum has prepared a travelling exhibition, "Whales...Fragile Giants of the Sea." In a few months, the "Animals in Nature" display will become a permanent exhibition.

The Museum of Natural Science conducts and participates in a great number of historic and scientific studies on environmental issues.

The Museum has five broad scientific divisions: the Vertebrate Zoology Division, the Botany Division, the Invertebrate Zoology Division, the Mineralogy Division and the Paleobiology Division.

The Dinobus is used not only to transport people on natural history trips but also to bring organized groups and elderly visitors to the Museum.

The Museum is becoming well known as a cultural centre through the co-sponsoring of musical events with resident musical and cultural organizations.

The National Museum of Science and Technology (NMST) presents an extensive display of the history of man's ingenuity in the physical sciences and technology. The NMST's exhibits include the National Aeronautical Collection. This collection is inadequately housed in hangars at the Rockcliffe Air Force Base. The NMST continues to be very active in programs of restoration, exhibition, publication, and education.

The National Programs are essentially a host of specialized programs. These include: the Mobile Exhibits Program, the National Inventory Program, the International Program, the Museum Assistance Program, and the Canadian Conservation Institute.

The Canadian Conservation Institute (CCI) offers conservation and emergency services for collections in Canadian museums, galleries and archives. The CCI conducts scientific research into conservation problems. It also published numerous works on museology.

The CCI had been successfully experimenting with a Mobile Conservation Laboratory. It was expected that by this summer, five additional units would be strategically located throughout Canada. Unfortunately, financial constraints prevented the realization of this project.

A Conservation Internship Program was recently established to develop interns to work and train in the headquarters laboratory.

The purpose of the Mobile Exhibits Program is to bring museum exhibitions to regional communities. Museum exhibitions have toured various communities by way of the Discovery Train, and a network of Museummobiles.

In 1972, the National Inventory Program began the development of a computer-based inventory of scientific and cultural collections held in public institutions in Canada. Over 150 institutions participate in this

program. Computer terminals have been installed in 35 locations and records of over one million artifacts have been stored in the computer system.

It is now realized that there is a much greater need for the application of automated technology in museums to assist in the control and preservation of collections.

In late 1979, the National Museums of Canada, through its International Program and in co-operation with the Department of External Affairs and the Art Gallery of Ontario, was instrumental in bringing the "Treasures of Tutankhamun" to Canada.

Several outstanding foreign exhibitions continue to tour across Canada through the efforts of the International Program. Staff members partake in international conferences and cultural exchanges. They also assist in the international exposition of Canada's heritage.

The Museum Assistance Programs consist of a series of sub-programs aimed at providing financial, advisory, communication, and technical assistance to non-profit Canadian museums and related institutions. The following programs are operated through the Museum Assistance Programs: the Associate Museum Program, the National Exhibition Centre Program, the Specialized Museums Program, the Core-Funding Assistance Program, the Capital Assistance Program, the Training Assistance Program, the Regional Assistance Program, the Special Activities Program and the Exhibitions Assistance Program.

The Associate Museum Program consists of a national network of major museums that receives funding assistance from the National Museums of Canada in order to provide programs that interpret their collections to as wide a public as possible.

The National Exhibition Centre Program funds a series of museums of smaller size than those under the auspices of the Associate Museum Program. This program sponsors well-balanced exhibitions drawn from national, regional and local sources.

The continuing development of the Fisheries Museum of the Atlantic, and the Maritime Museum is largely made possible through financial assistance from the Specialized Museums Program. The Canadian Railway Museum is receiving financial assistance through this same program.

The Core-Funding Assistance Program is designed to provide financial support, renewable on an annual basis, to specifically designated museums and galleries engaged in extensive public programming. This assistance is tied primarily to two institutional programs: the Associate Museum Program and the National Exhibition



Centre Program.

The Capital Assistance Program continues to emphasize the planning of construction and renovation projects. There has been considerably little new construction in recent years. The emphasis has now shifted to the renovation of existing structures as a solution to museum accommodation needs.

An interesting trend among many museum projects is the increasing evidence of joint funding shared between the various levels of government and the private sector. It is not uncommon that financial assistance is granted on the condition that the institution raises an almost equal amount from private sources.

The purpose of the Training Assistance Program is to promote a greater degree of professionalism in all areas of museum and art gallery work, and to encourage the expansion of knowledge in museum studies. Support is provided to internship programs administered by Associate Museums. Museum associations and universities that extend museum related studies also benefit from this program.

The objective of the Registration Assistance Program is to provide museums and galleries with financial assistance to ensure that the contents of their collections are efficiently recorded within each institution, and that the resulting information is stored in the computer banks of the National Inventory.

The Special Activities Assistance Program is intended to encourage innovative activities and research into the means that will make the collective heritage more accessible. This program has sponsored the "Touring Museum for Toddlers", and a "hands-on" exhibition of specimens and artifacts. Publications and research continue to be carried out in the area of museums and the handicapped.

The 1979-1980 fiscal year saw the separation of the Exhibition Assistance Program from the Museum Assistance Programs. The majority of projects funded through this program are travelling shows. These are designed to interpret Canada's artistic, historical and scientific heritage to the public. This program also extends financial assistance to permanent exhibitions. This aspect of the program is expected to grow in the coming years.

Financial Information 1980-81

Activity	\$1000's	PY
National Gallery of Canada	6,950	212
National Museum of Natural Sciences	5,401	127
National Museum of Man	8,156	195
National Museum of Science and Technology	3,897	129
National Programmes	6,872	137
Museum Assistance Programs	9,734	18
Discovery Train	3,162	38
Contributions to Employee Benefits	5,264	150
TOTAL ESTIMATES	3,025	1,006
Add Services Provided Free by Other Departments	7,700	
TOTAL COST OF PROGRAM	\$60,161	

Changes Since 1974

Creation of the Museummobile.

The Emergency Purchase Fund now falls under the Cultural Properties and Export Act.

Cancellation of the Discovery Train.

References

National Museums of Canada, Annual Report 1978-79, Ottawa: 1979.

\_\_\_\_\_, Annual Report 1979-80, Ottawa: 1980.

Contacts

G. Hawes, Chief of Research and Program Evaluation.

G. Lewis, Research Officer; Policy, Planning and Evaluation Branch.



## NATIONAL RESEARCH COUNCIL

Primary Responsibility: To undertake, assist or promote scientific and engineering research to further Canada's economic and social development.

### Leisure Involvement

Mandate: Leisure products and activities affected by advances in technology.

Agency Inclination: Mainly supportive, but does initiate research.

Orientation: National, Sectoral (industry).

Clients: Other government agencies (all levels) and industry.

Trends: Likely to continue present emphasis.

The National Research Council (NRC) is a national research agency established by Parliament to initiate and support a wide range of scientific and technical research. The Council operates 11 laboratory divisions and the Canada Institute for Scientific and Technical Information (CISTI). Particular projects are undertaken at the request of, or in cooperation with industries, utilities, federal government departments, provincial and municipal governments. In addition, the Council initiates selected research projects deemed to be of special importance to Canada. Special emphasis is being given to ensuring maximum national benefit accrues from the results of the research undertaken.

The NRC operates through two programs. The first, Scientific and Industrial Research, involves research into long-term problems (eg. energy, transportation), exploratory research, research to directly support industrial innovation and development, and to provide technological support for social objectives (eg. health, environmental quality). This program also provides national facilities (eg. a research library) as a service to government, industry and universities.

The second program, Scientific and Technical Information Program provides Information Services with the aid of the Canada Institute for Scientific and Technical Information (CISTI). This program also acts as a coordinating mechanism to maintain a network of links of scientific and technical resources and services. The last area of activity in the program is research and development related to information systems and processes, exchanges and standards.

The NRC will continue to undertake and assist the programs underway and will ensure the use of effective methods for transferring technology to industry and to the public sector, and for the publication and diffusion of research results and technical information.

#### Financial Information

Not available

#### Changes Since 1974

Addition of more laboratory divisions.

Creation of Canada Institute for Scientific and Technical Information.

#### References

National Research Council, CISTI Annual Report 1979-80, Ottawa: 1980.

\_\_\_\_\_, Report of the President, 1979-80, Ottawa: 1980.

PARKS CANADA

Primary Responsibility: To protect into perpetuity those places which are significant examples of Canada's natural and cultural heritage; also, to encourage public understanding and enjoyment of this heritage in ways which leave it unimpaired for future generations.

Leisure Involvement

Mandate: Protection of designated park lands, waterways and other areas which provide opportunities for outdoor recreation; preservation; restoration and interpretation of national historic sites.

Agency Inclination: Initiation and support of preservation of natural and historical resources; development of programs to promote such resources and to enhance public appreciation of the same.

Orientation: National.

Clients: The Canadian public at large, foreign visitors, certain special interest groups (naturalists, historians, archaeologists, etc.).

Trends: A levelling off of the rapid expansion of the Parks System experienced in the sixties is anticipated. Efforts in the acquisition of land reserves will be directed largely at the Canadian north for the foreseeable future; these will feature joint management efforts by federal authorities and native peoples groups. Nation-wide commemoration of the Centennial of the first National Park - Banff - is being planned for 1985.

Parks Canada activities fall into three broad program areas; national parks, national historic parks and sites, and Agreements for Recreation and Conservation (ARC). These three elements provide opportunities to learn about Canadian heritage, to engage in outdoor recreation and to encourage the tourist industry. The preservation of wilderness tracts and of historic resources implies that the importance of such places transcends their immediate contribution to gross national

product.

### National Parks

The National Parks program provides a means of preserving in a natural state areas which are representative of the major natural environments of Canada. Policy for national parks is based on a belief that places of natural beauty and significance constitute a national inheritance which should be protected. The parks system presently consists of 25 parks and 3 national reserves in the north (where native land claims are yet to be settled).

Following an extensive topographical/environmental analysis and classification, 48 unique natural regions of Canada have been identified. An ultimate aim of Parks Canada is to have at least one national park representative of each of the 48 regions; to date this objective is approximately 60% fulfilled. Although the national parks system now covers 1.3% of Canada's land mass, a number of elements are either missing or underrepresented. Included among the underrepresented are arctic, sub-arctic and marine natural regions. Also missing is a prairie grassland region; however, this gap may soon be filled, as negotiations have been on-going with the province of Saskatchewan for a park area around Val Marie-Killdeer.

Probably the most difficult area acquisitions for Parks Canada will be those yet to be attained. In all future negotiations of land or sites for national parks the intent is to proceed with caution. Particularly in the North, native people are dependent on the land and its resources for their survival. The northern native culture reflects a fundamental relationship with its environment which requires protection. Therefore joint planning and management agreements are seen as necessary for Arctic lands brought within the national parks system. To reflect their special circumstance, areas which are the subject of dispute over land claims are labelled reserves rather than parks. Public consultation began in 1978 to assess the feasibility of setting aside five new areas in the Yukon and the Northwest Territories as national reserves. The proposed areas are on Banks Island, Bathurst Inlet, Wager Bay, Ellesmere Island, and the northern Yukon.

It has become a stated policy of Parks Canada that a balance must be maintained between the rights of the public to enjoy Canada's natural heritage, the rights of people to continue certain traditional uses, and the requirement to protect the wilderness characteristic of an area. Special provisions to reduce the social disruption of park establishment on local residents, especially on occupants of the acquired land, are now viewed as vital. Maximum opportunities for local residents to secure employment or to develop businesses related to the management aims of national parks are to be ensured in the future.

Site and area interpretation of natural and archaeological features remains a key public education activity of Parks Canada staff. Various



media and methods are used to acquaint visitors with area characteristics. An important element of the public awareness approach is to demonstrate the impact of human activity on the natural landscape and on wildlife behaviour. A thematic study of Canadian history has been undertaken for application to the park system; its purpose will be to illustrate the human-land linkage through time.

Master plans have been completed for many of the established parks, while others are in preparation. From these, design and management plans are being derived to maintain the integrity of national park resources and of the experiences to be enjoyed therein. A firm conviction held by Parks Canada staff is that the inherent features of a natural heritage area can be maintained by good design and appropriate management techniques. An official zoning system for national parks was approved in November of 1978. The system provides for five-class zoning ranging from zone 1 - special preservation, where access and use are strictly controlled, to zone 5 - areas of intensive visitor use. In certain parks all five zones may be found; others are classified for a narrower range of public accessibility.

### National Historic Parks and Sites

The national historic parks and sites of Canada give recognition to places, persons or events which are held to be of major national significance in the history of the country. Such sites are proclaimed as such by the Minister responsible for Parks Canada, on the advice of the Historic Sites and Monuments Board of Canada. The latter is a 17-member committee whose members - usually historians or archivists of recognized distinction - are selected on a nation-wide basis.

Historic parks focus on a realistic setting where historic resources can be seen in this natural and cultural context. Since provincial and territorial governments have their own cultural heritage objectives, Parks Canada attempts to coordinate its efforts on related programs to avoid duplication or overlap. Generally, three factors distinguish a national historic park; 1) national significance, 2) protection and interpretation at the original place and in an authentic setting, and 3) establishment, protection and management by the federal government. In the future, the preservation of historic resources in their existing form will be given priority over restoration or reconstruction.

Special events (sound and light shows, historic pageants) staged by external organizations are allowed at historic parks or sites if they are consistent with the area. Generally, passive recreational activities, if any, are promoted by virtue of the type of landscaping and the facilities provided (picnic tables, park benches, etc.). While national historic parks are designed to be aesthetically pleasing, it would be fair to say

that a greater emphasis is placed on their educational rather than on their purely recreational importance.

Criteria similar to the establishment of historic parks are applied in the naming of national historic sites - only those persons, places or events which are of national historic significance will be commemorated by Parks Canada. In addition to the advice rendered by the Historic Sites and Monuments Board, Parks Canada receives advice from and works in collaboration with archaeologists from the National Museum of Man. The standard form of site commemoration is by means of a plaque; in more notable instances, a monument may be built. For certain structures which deserve more than a plaque marker, but which do not warrant acquisition as a national historic park, cost-sharing agreements may be made. Parks Canada may provide financial and technical assistance to municipal and provincial governments or to private non-profit groups to acquire and restore a building or other structure of national significance. Cost sharing agreements are most likely where there are existing historic resources which are not adequately protected, and where there is a local organization willing to be responsible for on-going operations.

The National Battlefields Commission is a special body that was created for the purpose of restoring and maintaining the Plains of Abraham, Quebec City, as a National Battlefield Park. Designated as an agency corporation within the meaning of the Financial Administration Act (Schedule C), the commission is financed out of annual Parliamentary appropriations that are initially directed through Parks Canada.

#### Agreements on Recreation and Conservation (ARC)

The ARC program introduced by Parks Canada in 1972 is based on co-operative planning and management. Through the negotiation of agreements involving other public agencies (and possibly in future private groups), Parks Canada participates in recreation and conservation programs for areas of national heritage value. Besides conservation and recreational features of significance, these areas often have important physical, economic or social implications for a region. The distinguishing characteristic of such cooperative heritage areas is that they offer opportunities for heritage conservation where the less flexible national parks approach is unworkable.

Cooperative heritage areas may feature a variety of distinctive national and cultural resources concentrated in an area. Others may be an example of one type of heritage resource such as an urban conservation area or a historic land and water route. Generally, provinces and territories play a key role in identifying potential areas so that proposals will reflect their priorities (i.e. in outdoor recreation



needs), as well as those of Parks Canada.

The first agreement for recreation and conservation was signed in 1975 between the federal government and Ontario for joint planning of the corridor surrounding the Rideau, Trent and Severn canals. A further joint development agreement for the Red River corridor north of Winnipeg was signed in 1978 between the central government and Manitoba. Other negotiations underway with the provinces include the Mackenzie Grease Trail with British Columbia, the Saskatchewan River heritage complex, and a New Brunswick heritage area. Agreements for recreation and conservation commit participating agencies to joint action in research, planning, developing and managing a resource.

#### New Parks Canada Initiatives

A new comprehensive policy document for Parks Canada was approved by Cabinet in March, 1979. In part the need for policy clarification had arisen from recognition of the importance of expanding cultural as well as natural heritage preservation efforts. Also, the inclusion of jointly managed heritage canals made evident a need for consolidation and regrouping. New developments for the future will include marine park preserves, probably under joint ownership-management regimes. At present, jurisdiction over off-shore marine resources remains a contentious issue in both federal-provincial and international relations. Other future initiatives for Parks Canada will include heritage rivers, heritage buildings and Canadian landmarks.

While national parks encompass an area representative of entire ecosystems, landmarks will normally consist of one site containing a unique or rare natural feature. Examples include meteor impact craters, dinosaur fossil sites, subterranean caverns, glacial moraines and volcanic cinder cones. While they have high potential for public interest and appreciation, landmarks have a particular scientific value. The nature and level of visitor use will be strictly controlled at landmark sites, with greater emphasis given to educational rather than to recreational activities. A criterion which will govern the selection of national landmarks is that the sites must have experienced minimum human modification or be restorable to a natural state.

The establishment of a Canadian heritage river system will likely be a long-range program which will designate nationally significant environments in which rivers, unaltered by humans, are the predominant feature. Parks Canada is proposing a system of Canadian heritage rivers which could include areas owned and protected by the federal, provincial or territorial governments. Heritage rivers or designated sections of water will be representative of the major wild river environments of Canada. Attention is to be given to their role in Canadian history and in their capacity to support low-intensity recreation activities.

Parks Canada's objective concerning heritage buildings is that it should be the federal agency responsible for fostering the protection of Canada's architectural heritage. Among the areas where a future role is perceived are the conservation of heritage buildings under federal jurisdiction, the elimination of disincentives to buildings conservation, and the development of co-operative programs with other government levels to encourage public and private initiatives.

The benefits of national parks and historic sites provision are not necessarily economic in nature. However, both federal and provincial authorities tend to view national parks, especially, in economic terms. As unique and highly scenic areas, national parks attract tourists; this movement of people into a region stimulates employment, local commerce, etc., and in the case of non-domestic visitors helps to reduce the magnitude of Canada's travel deficit. Hence, Parks Canada can argue its case in federal budget negotiations in rather convincing economic terms.

Approximately 30,000 jobs are provided through Parks Canada's systems and most of these are in remote areas of the country. The system of attractions drew almost 25 million visitors in 1980, and of these approximately one-third were non-Canadian. Directly and indirectly, Parks Canada operations are estimated to have contributed \$800 million to the Canadian economy in 1980.

No major expansion of initiatives is anticipated in the near to medium term. Parks Canada's stated policy to proceed tactfully in future resource negotiations seems to reinforce an expectation of tighter budgets in the years ahead.

#### Financial Information, 1980-81 Estimates

Activity	\$1000's	PY
Administration	25,043	550
National Parks	116,219	2,605
Historic Parks & Sites	43,361	1,314
ARC	28,511	706
Contribution to Employee Benefit Plans	11,849	
<b>TOTAL ESTIMATE</b>	<b>211,723</b>	<b>5,175</b>
Add services provided free by other departments	8,732	
Less Revenue	13,260	
<b>TOTAL COST OF PROGRAM</b>	<b>\$220,455</b>	

### Changes Since 1974

Parks Canada in 1979 moved from Indian and Northern Affairs to Environment Canada.

The Agreements on Recreation and Conservation program has replaced the more limited Byways and Special Places program.

Research activities pertinent to recreational use of Parks Canada facilities have been attenuated. Current research efforts focus on practical rather than theoretical exploration of visitor leisure patterns.

### References

Indian and Northern Affairs Canada, Annual Report, 1978-79, Ottawa: 1979.

Parks Canada, Parks Canada Policy, Ottawa: 1980.

### Contacts

Harold Eldsvik, Senior Policy Advisor, Program Policy Group.

Wendy Parkes, Policy Analyst, Program Policy Group.



POST OFFICE

Primary Responsibility: Receipt and delivery of mail.

Leisure Involvement

Mandate: Service to collectors of local postage stamps, service to public of delivery of magazines and correspondence.

Agency Inclination: Promotional.

Orientation: National.

Clients: Stamp collectors and general public.

Trends: Likely to remain the same although recent years have seen a strong growth in the philatelic service.

Letter writing and reading magazines constitute major leisure activities for many Canadians. Thus the major leisure impact of the Post Office is through mail delivery. Internal Post Office estimates put personal mail volume (non-business) at 30% of total first class mail. Almost all second class mail is composed of magazines and periodicals. Christmas letters and parcels are a combination of first and second class mail.

A subsidiary leisure service has come about as a result of the Canada Post's functions of receiving and delivering mail using a prepaid postage stamp. The Philatelic Service currently earns a revenue of about \$24 million, an increase of \$13.7 million over last year's revenue figures. This \$24 million represent 2.2% of Canada Post's total revenue. All items are sold at face value and regular collectors are provided with information about new issues. Souvenir Cards and Commemorative stamps are issued as feature attractions. Another service provided by the Philatelic division includes the Official First Day Covers of every stamp issued. Covers are mailed under separate cover to protect their mint condition, and cost only twenty cents above the face value of the stamps affixed. The covers are available with single stamps or inscription blocks of four affixed. A Collector's Subscription Service is also available. An opening deposit of twenty dollars provides regular automatic receipt of personal requirements of philatelic-quality postage stamps and related products. This service eliminates the necessity of placing separate orders, each with a money order, cheque or draft for each new order.



Canada Post also operates the National Postal Museum, which is of interest to both present stamp collectors and potential collectors and to those members of the public interested in the past and present operations of Canada's Postal service. The museum employs approximately sixteen people, of which all but five have direct contact with the public. The museum does not offer regular guided tours, but they are available upon request. In the 1978-1979 period over 26,000 people came through the museum, which operates through its portion of the Canada Post budget and revenue received from stamp and book sales. The museum, besides housing a pictorial/narrative history of Canada's postal services, also houses the National Stamp Collection. Among many rare stamps in the collection, the 12-Penny Black and the One Shilling Orange Newfoundland are outstanding. There were only 1,510 12-Penny Black stamps issued to Canadian post offices. The stamp was issued in July 1851, about two months after the issue of Canada's first stamp, the Three Penny Beaver. The copies in the postal museum are unique, being the only known mint corner marginal pair in existence. They constitute the most valuable item in the collection.

The Canada and British North America collection includes stamps of the provinces when they were still British colonies and had the right to issue their own postage stamps. The collection of stamps from countries of the Universal Postage Union are well represented. Eventually the national collection will include specialized subjects such as revenue stamps of Canada, first day covers, proofs, essays and official stamps.

The National Postal Museum also houses a library which has a wide range of reference books, including Postal Guides, Post Office Annual Reports, and philatelic periodicals. It is open to anyone wishing to do serious research concerning post office services and postal history, but appointments must be made in advance.

#### Financial Information, 1980-81

Based on the estimate that 30% of first class mail is non-business (personal) and 100% of second class mail is periodicals.

Activity	Cost \$1000s	Sales \$1000s	Net Cost \$1000s	Estimated PY
Personal first class mail (18% of total mail)	305,157	252,540	52,617	8,484
Second class mail (8% of total mail)	143,094	135,800	7,294	3,770
TOTAL			59,911	12,254



Changes Since 1974

The establishment of a postal museum in Ottawa.

References

Post Office, The National Postal Museum, Ottawa: 1980.

Contacts

Kenneth Mackenzie, Philatelic/Postal History Research Officer.

Claude Parent, Public Affairs Director.



PRIVY COUNCIL OFFICE

Primary Responsibility: To support and co-ordinate the operations of the cabinet and its committee system.

Leisure Involvement

Mandate: No specific leisure involvement, however, the Privy Council Office will support and co ordinate leisure related policy proposals.

Agency Information: Support, co-ordinate and liaison.

Orientation: National.

Clients: Federal cabinet committees, and provincial governments.

Trends: No foreseeable changes are envisaged.

The Privy Council Office's (PCO) principal functions are to support, co-ordinate, and act as a secretariat to the cabinet and its committee system.

The PCO has responsibility for overseeing and co-ordinating the operation of the budgetary envelope system.

While the Privy Council Office has no specific programs of its own to administer, its liaison with cabinet committees undoubtedly gives it a certain degree of input in the policy decision-making process.

The Federal-Provincial Relations Office (FPRO) is a separate organization, which exists as an advisory body to the Prime Minister and the Cabinet over federal policy proposals and their likely impact on provincial administrations. It also serves as a liaison to and from the provincial governments and the various federal departments involved in programs directly affecting the provincial administrations.

Financial Information 1980-81

Not available

References

Robertson, Gordon, The Changing Role of the Privy Council Office,  
Ottawa: 1971.

Contacts

J. Bousquet, Director of Personnel.

W.L. Haney, Senior Adviser.

PUBLIC ARCHIVES OF CANADA

Primary Responsibility: To acquire archival material relating to every aspect of Canadian life and development; also, to provide suitable research services and facilities to make archival materials accessible to the public.

Leisure Involvement

Mandate: The history of various aspects of leisure (i.e. tourism development, art and photography, sports, culture, leisure service agencies) in Canada.

Agency Inclination: Initiation and support in the collection, preservation and restoration of photos, manuscripts, public records, maps, films and other media of cultural or sociological relevance.

Orientation: National and local.

Clients: Members of the general public, other government departments, accredited researchers, special interest groups (i.e. historical societies), other archives.

Trends: Likely to remain much the same. Increased public use for research on family genealogy, heraldry and local community history.

The Public Archives of Canada is comprised of three units - the Archives Branch, the Records Management Branch and Departmental Administration (the latter provides joint service to the National Library). Within the Archives Branch, five sub-units are of interest to those doing research on various components of Canadian leisure involvement. These sub-units are described below.

The Picture Division has charge of documentary drawings, paintings and printed images relating to people, historical events and objects. The collection is drawn together on the basis of its historic rather than its artistic worth in most cases. Archives officials collaborate with National Museums staff, particularly those of the National Gallery, to exchange advice and to avoid duplication of effort.

The National Film Archives contains a large number of Canadian

films produced in both the public and private sectors. Also in the collection are foreign-made films considered to be of cultural value to Canada.

The Manuscript Division has holdings of historically important private diaries and papers, corporate records and non-federal public records (unpublished). Included are the personal papers of pre-Confederation era individuals (explorers, governors, missionaries), as well as all papers of Canadian Prime Ministers. Within the Manuscript Division is the National Ethnic Archives section which collects materials relating to Canada's cultural minorities. This section takes an active role in encouraging each linguistic and cultural group to protect its documentary heritage.

The National Photography Collection has over three million photographs which provide researchers with a reflection of Canadian society and environment over time. Historical research is conducted in this division on the technological development of the photographic medium, as well as on the careers of Canadian photographers.

The fifth division, the Archives Library proper, shares a common building space and technical services with the National Library. Included within the Library's holdings are over 80,000 volumes of work on Canada and its history; access to these works is liberal within the library. However, due to the rare and often fragile state of much of the material, inter-library loans of originals are not permitted; photo-stated and microfiche copies are available for inter-library lending in many instances.

In addition to its cultural mission and its responsibility for storing federal government records, Public Archives sets up training courses in archives administration, public records management and micro storage technology. Also, it is involved in the development of standards for storing and handling archival materials in cooperation with all relevant repositories. Liaison with provincial and municipal archivists is accomplished by means of an annual conference and through special interest (film history, sound recordings, etc.) associations. Special exhibits are shown regularly in the Public Archives Building. A recent display featured the political cartoons of a well-known Canadian newspaper contributor. Depending on the degree of public interest expressed, many of the special showings are then set up in other locations across Canada. Other archival materials may be lent out to historic interest associations to complement displays commemorating a particular time, place or theme.



Financial Information, 1980-81

Activity	\$1000's	PY
Archives	9,900	266
38% of Administration attributed to Archives	2,196	56
TOTAL	12,096	322

Changes Since 1974

Continual introduction of more compact storage modes and the development of archives storage and handling standards.

References

Public Archives, Annual Report 1978-79, Ottawa: 1980.

Contacts

Michael Swift, Director-General, Archives Branch.



## PUBLIC WORKS

Primary Responsibility: To manage real property for the Government of Canada and to provide planning, design, construction and realty services to government institutions, departments and agencies.

### Leisure Involvement

Mandate: The provision of leisure facilities within multi-purpose buildings. Also concern for design aesthetics of federal buildings.

Agency Inclination: Initiates designs in many urban developments and responds to requests for certain leisure works from other Federal Agencies.

Orientation: National.

Clients: Federal government departments, agencies, employees and the public using federal buildings and national parks.

Trends: Slowdowns in construction projects will continue to be experienced due to general federal government restraint policies. The department's activities involving maintenance of public buildings and other property assets will remain the same.

The Department of Public Works (DPW) carries out its activities through six substantive programs. The first is administrative. The objectives of this program are to provide central policy direction and support services for all DPW programs. The second program provides professional and technical services for the activities of the department and for other agencies and departments in the fields of construction and fire prevention. The major activity of DPW falls under the heading of Accommodation. Here, the department provides other government departments and agencies of the federal government with accommodation of approved standards of quality and efficiency at the most economical cost. The fourth program provides marine facilities for the development and support of industry and for water level control. The last two programs, Transportation (and other Engineering) and Land Management and Development, concern themselves with the provision of roads, bridges and public utility services for federal programs, and with the management of federal lands to coincide with federal social, economic and environmental objectives.

The Department's involvement in leisure is mainly indirect.

attention is paid to leisure and aesthetics in the design and construction of new federal buildings. DPW provides many multi-purpose buildings in which several commercial businesses may rent space. For example, the department has constructed the C.D. Howe Building in Ottawa which houses offices for several government departments and also has several stores located in the shopping concourse. The department is also involved in the construction of the Rideau Centre in downtown Ottawa. The centre will be built on Public Works property and will include a major department store, a large number of retail stores, a major hotel, a convention centre and a large parking area. In general terms, these commercial-type buildings comprise approximately 3% of all DPW accommodation space.

In its other programs the Department is involved in the upkeep, design and construction of recreation resources such as parts of the Trans-Canada highway and other roads which are within Canada's National Parks. Another development project involves land assembly for the development of a wildlife preserve at Sturgeon Banks, Richmond, B.C.

DPW is no longer involved in the supply of art works for its buildings. This function is now done by the Art Bank of the Canada Council.

The 1970's have been a decade of rapid expansion of programs, increased sophistication in professional and technical skills and demands and significant increases in inventory managed for the Department of Public Works. The general restraint program instituted by the federal government has been strongly felt in 1979-80, however, and is projected to seriously effect DPW programs involving capital formation (construction, acquisition, major renovations).

#### Financial Information

Not available

#### Changes Since 1974

DPW no longer deals with the supply of art for its buildings.

Significant increases in inventory managed (ie., land, buildings).

#### References

Department of Public Works, Annual Report 1978-79, Ottawa: 1980.

#### Contacts

D. Carter, Planning and Coordination.

A. Daignault, Planning and Coordination.

J. Maingot, Director, Staff Relations.

## REGIONAL ECONOMIC EXPANSION

Primary Responsibility: To coordinate federal efforts to reduce economic and social disparities between the various regions of Canada. DREE's primary objective is to ensure that development opportunities existing in Canada's slow growth regions are effectively pursued so as to improve employment and general economic conditions.

### Leisure Involvement

Mandate: Leisure activities can provide an increase in economic viability (eg. tourism) and enhance the quality of life in such regions.

Agency Inclination: Programming is divided into three major areas of activity: General Development Agreements, industrial incentives and other programs, which include the Prince Edward Island Comprehensive Development Plan, Special ARDA (Agricultural and Rural Development Act) and the Prairie Farm Rehabilitation Administration (PFRA). Until 1972 the Department was highly centralized and primarily concerned with supporting industry. Since then the Department has decentralized its decision-making procedures and has signed GDA's with the provinces.

Orientation: Urban and rural.

Clients: Direct clients are the provinces and businesses supported; but, indirectly, many persons in regions of disparity are benefitted.

Trends: Increased reliance on General Development Agreements. Decentralization.

### GENERAL DEVELOPMENT AGREEMENTS (GDA)

In 1974 DREE and nine provincial governments entered into 10 year General Development Agreements. Each agreement does not specifically state what has to be done, but outlines broad objectives and opportunities for development in the particular province. Each GDA provides for subsidiary agreements in which program details are spelled

out. The subsidiary agreements are co-signed, cost-shared, and co managed by other federal departments in cooperation with DREE and the provincial governments concerned.

DREE shares in the cost of subsidiary agreements:

- up to 90% for Newfoundland;
- up to 80% for Nova Scotia and New Brunswick
- up to 60% for Quebec, Manitoba and Saskatchewan
- up to 50% for Ontario, Alberta and B.C.

The General Development Agreements have become the principal instrument of DREE's regional development policy, not only in expenditure terms but also as the primary means for coordinated planning and programming with the provinces.

As of April, 1980, a total of 108 subsidiary agreements had been signed. They serve to stimulate resource and secondary industries, to encourage diversification into manufacturing and processing industries, and to improve transportation and infrastructure systems. Subsidiary agreements also provide assistance to help promote tourism and park areas. Under these agreements industries manufacturing leisure products are eligible for assistance.

The GDA's were set up to rationalize the multitude of development programs that existed pre-1974. For instance, virtually all of the Agricultural and Rural Development Agreements (ARDA) with the provinces have been terminated. The same holds true for the Fund for Rural Economic Development (FRED) and the Special Areas Agreements. These programs are now largely under the rubric of GDA.

#### P.E.I. Comprehensive Development Plan

P.E.I. is the only province without a GDA. There are programs under this P.E.I. plan in agriculture, forestry, fisheries, industrial development, tourism and highways.

#### Regional Development Incentives Program (RDIA)

This is the other major DREE program. The program provides financial assistance in the form of incentive grants and loan guarantees to industry willing to establish, expand or modernize their facilities.

RDIA is exclusively financed by DREE. It is not shared-cost as are GDAs. It is sector-specific. While it applies primarily to processing and manufacturing (including leisure products) industries, it applies in a few instances to service establishments such as recreation facilities and shopping centres.



### Prairie Farm Rehabilitation Act (PFRA)

PFRA provides ongoing programs and projects to conserve and develop the soil and water resources of Manitoba, Saskatchewan and Alberta.

### Special ARDA Agreements

While ARDA has largely collapsed under the GDA program, Special Rural Development Agreements were signed with the four western provinces to assist residents, in particular those of native ancestry, to start commercial ventures employing native people. Special ARDA have supported Indian and Inuit arts and crafts.

### Active Subsidiary Agreements Related to Leisure

	Estimated Total Cost (\$1000's)	Federal Share (\$1000's)
<u>Newfoundland</u>		
Gros Morne Park Area Development		
- Planning Studies and Development Programs	247	222
Tourism Development	13,265	11,938
<u>Nova Scotia</u>		
Tourism Development	13,750	11,000
<u>New Brunswick</u>		
Developing Regions	3,280	2,624
Market Square	10,107	2,022
<u>Quebec</u>		
Tourism Development	76,000	45,600
<u>Ontario</u>		
Eastern Ontario	4,000	2,000
- Tourism Program		
<u>Manitoba</u>		
Tourism Development	20,000	12,000
<u>Saskatchewan</u>		
Qu'Appelle Valley		
- Tourism and Recreation Development	11,500	5,650
<u>British Columbia</u>		
Travel Industry Development	50,000	25,000
<u>Northwest Territories</u>		
Interim Community Economic Development		
- Tourism	600	360
<u>Yukon</u>		
Renewable Resource Development		
- Tourism and Recreation Facilities	2,500	1,500
Interim Tourism Development	6,000	5,100
<u>TOTAL</u>	211,249	125,106

Financial Information 1980-81

As most DREE Subsidiary Agreements have a five-year term, 1/5 of the federal share of current contracts is the estimate of 1980-81 grants (\$000's) = \$50,024 (about 10% of total grants are 1980-81 leisure related).

Activity	\$1000's	PY
10% of Total Development Grants	50,024	204
Less 10% of return on investment, etc.	625	
ESTIMATED LEISURE RELATED COST	\$49,399	204

Changes Since 1974

Phasing out of sector-specific programs such as Infrastructure Assistance Program (mentioned in the 1974 study), FRED, PFRA and IDIA.

References

DREE, Annual Report 1978-79, Ottawa: 1980.

\_\_\_\_\_, DREE Departmental Profile, Ottawa: September 1980.

\_\_\_\_\_, DREE Development Agreements, Ottawa: 1980.

\_\_\_\_\_, 1976-77 Annual Report, Prairie Farm Rehabilitation Administration, Ottawa: 1978.

\_\_\_\_\_, Opportunities for Industry and Business in Canada, Ottawa: 1980.

Contacts

Hugette Parker, Liaison Officer, Program Analysis and Liaison Division.

Guy Roy, Program Analysis and Liaison Division.

## ROYAL CANADIAN MINT

Primary Responsibility: To produce and arrange for the production and supply of coins of the currency of Canada.

### Leisure Involvement

Mandate: Tourist attraction; legal tender for collectors.

Agency Inclination: Supportive.

Orientation: National and international.

Clients: Tourists and numismatists.

Trends: Over the past few years, involvement has increased in the production of gold coins, and the design and production of commemorative circulation coins for other countries.

The Numismatic Division of the Royal Canadian Mint provides uncirculated, specially struck coins for sale to collectors. A premium price is charged, due to the extra costs involved, and many sets of coins are sold in display or protective cases. The production of numismatic coins increased from 3.4 million in 1978 to 3.7 million in 1979.

Over the years, the Royal Canadian Mint has been asked to design and produce commemorative coins, as well as circulation coins, for scores of countries. In 1979, 456,544 numismatic coins were struck for foreign countries.

The policy on special issues includes the celebration of special events and commemoration of the centennial of provinces and cities. In 1976, two gold coins were issued as well as 28 sterling silver coins, in commemoration of the Olympic Games. Since that time, a gold coin has been issued each year commemorating a special event. The theme for the 1981 gold coin will be "O Canada".

A special three-year issue started in 1979 is "The Gold Maple Leaf", a 22-karat gold proof coin. It is the only bullion coin you can buy that contains nothing but gold. Trade dollars are also struck to celebrate carnivals, such as the Quebec Carnival and the Calgary Stampede. These coins must be used in specifically assigned stores and within a given period of time (i.e. two to three months). At the end of the designated period, the coins may be traded at a local bank.

The Mints in Ottawa and Winnipeg have become tourist attractions and regular tours provide opportunities to view the operations. A film and educational packages are also available for schools and organizations expressing an interest in the area.

The forecast for the future is the provision of a broader range of coins. Examples consist of a change in the finish of coins and the provision of proof coins available in the "sets".

#### Intra/Inter-Governmental Relations

Because the Royal Canadian Mint reports to Parliament through the Minister of Supply and Services, there is much ongoing communication between these two bodies. Informal meetings also occur at times with the provinces with regard to specific types of coins like the Olympic Games.

#### Financial Information 1979

Total production of Numismatic coins	3,693,059 (.28% of coin production for Canada).
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<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Revenue from Canadian Numismatic Coins	\$63,995,243	NA
Cost of Numismatic Coins	NA	NA

#### Changes Since 1974

The major change since 1974 consists of the Royal Canadian Mint's involvement in the design and production of commemorative coins for other countries.

#### References

Royal Canadian Mint, Annual Report 1979, Ottawa: 1979.

#### Contacts

Eileen Krampton, Public Relations Officer.

ROYAL CANADIAN MOUNTED POLICE

Primary Responsibility: The Royal Canadian Mounted Police enforces federal laws, either wholly or in part in all provinces and territories of Canada.

Leisure Involvement

Mandate: The RCMP has unique or joint jurisdiction in the enforcement of laws pertaining to leisure activities (ie. hunting regulations). It has responsibilities for the protection, or rescue of recreationists. The tradition and history of the force are depicted through the world famous Musical Ride, the RCMP Band, and the RCMP Centennial Museum.

Agency Inclination: Control, protection, and ceremonial.

Orientation: National, but much of the emphasis is on non-urban areas.

Clients: All residents that are in need of protection or rescue, and spectators and audiences at special show events.

Trends: No major changes are foreseeable; however, it is anticipated that the scope of the RCMP's leisure services will not be as extensive as they are presently.

The Royal Canadian Mounted Police derives its legal authority from the RCMP Act. It is headed by a Commissioner who reports directly to the Solicitor General.

As a federal police organization, the RCMP is present in all provinces to enforce those federal statutes for which it has a policing responsibility. In addition, through contractual agreements, it provides provincial and municipal police services to eight provinces, the Yukon, the Northwest Territories and 195 municipalities.

In much of Canada, then, the RCMP is the guardian of the people,



and protector of recreationists. The police duties are generally the same in recreation areas as elsewhere.

The RCMP does provide, however, a number of services which bear more direct involvement with leisure. In selected areas, the RCMP offers Boating Safety Programs and Gun Safety Courses. The RCMP is often called upon to engage in the search for lost persons (hikers, hunters, boaters, aircraft operators, and mountain-climbers). The force maintains a fleet of vessels, land vehicles, aircraft and helicopters to discharge its responsibilities. In addition, the force makes use of service dogs for search and rescue purposes.

The RCMP performs ceremonial duties and provides security for dignitaries and Canadian visitors. The RCMP coordinates personal and physical security requirements for national and international major events and conferences held in Canada. The RCMP was involved in the security of sites and athletes at the 1976 Montreal Olympic Games, and the 1978 Commonwealth Games held in Edmonton.

The Musical Ride and the RCMP Band have long-standing national and international recognition. They are designed to enhance the image of Canada and the RCMP throughout Canada and abroad.

The training ground for the Musical Ride is in Rockcliffe, Ontario. The "N" Division stables and the Ceremonial Tack Room are toured by about 40,000 visitors each year.

Every year, the 36 mounted volunteer members of the Musical Ride register more than one hundred appearances throughout Canada and the world. In Canada, the Musical Ride usually focusses its yearly tour on one particular Canadian province.

The RCMP Band undertakes more than 250 yearly performances across the land. It performs at public gatherings as well as at state functions. The pageantry of the RCMP Band and the Musical Ride are an integral part of its police-community relations program.

The RCMP Centennial Museum contains many artifacts relating to the tradition and history of the force. It is situated in Regina, Saskatchewan, and has a yearly attendance of over 100,000 visitors. The RCMP often assists local or other historical interests to interpret the history and activities of the Mounties.

In all provinces, but particularly in northern communities, the RCMP provides volunteer support towards minor athletic and recreational activities.



Financial Information

Not available

References

Solicitor General, Annual Report 1978-79, Ottawa: 1980.

\_\_\_\_\_, The RCMP...Its Horses...Its Riders, Ottawa: 1978.

Contact

L. G. Larose, Inspector; Assistant to Public Relations Branch Officer.



### ST. LAWRENCE SEAWAY AUTHORITY

Primary Responsibility: To operate and administer Canada's section of the St. Lawrence Seaway.

#### Leisure Involvement

Mandate: Pleasure boat transit, commercial passenger services and tourist attractions.

Agency Inclination: Supportive and regulatory.

Orientation: Regional.

Clients: Passengers, pleasure boaters, tourists.

Trends: No changes likely.

As a major shipping route, the locks and facilities of the seaway are a tourist attraction in themselves. Most locks have viewing areas and one lock on the Welland section has a tourist information centre. The Seaway Authority owns extensive lands along the series of canals connecting the St. Lawrence River and the Great Lakes. Several of these holdings have been leased to municipalities, provincial agencies and community organizations for use as camping, picnics or parks areas.

The Authority also provides a waterway opening, a vast leisure landscape from the Gulf of St. Lawrence to the Lakehead. This waterway serves commercial passenger liners, although such ventures are minimal. Pleasure craft usage is more extensive although not encouraged. The cost to pleasure craft is minimal for each lock passed in the system. The Sault Ste. Marie section is toll free. For safety reasons, craft under twenty feet in length or over one ton weight are not permitted transit, nor are inadequately powered craft. Special docks are provided near all locks for those awaiting clearance.

No major changes in the leisure uses of the Seaway are anticipated.

#### Financial Information

Not available

Changes Since 1974

Changes in the prices charged to pleasure boaters for use of the Seaway facilities.

References

St. Lawrence Seaway Authority, Annual Report 1979-80, Ottawa: 1980.

Contact

Information Officer.

## SCIENCE AND TECHNOLOGY

Primary Responsibility: To encourage the development and use of science and technology for national issues.

### Leisure Involvement

Mandate: Peripherally leisure-related research activities.

Agency Inclination: Advisory and coordinating; research.

Orientation: National.

Clients: Federal government, scientific community and industry.

Trends: A continued advisory, coordinating and policy-making role.

The Ministry of State for Science and Technology has the following responsibilities in trying to meet its primary objective of encouraging the development of science and technology: to formulate and develop policies for, and to advise on, the support of science and technology, the application of science and technology to national issues and to foster the use of scientific and technological knowledge in the formulation and development of public policy.

Policy functions are performed in three distinct areas. The first is for the support of science, which includes the acquisition of scientific knowledge, the development of research capability, the provision of scientifically trained manpower and dissemination of scientific information.

The second policy area is for the application of scientific and technological resources which involves a coordinating of scientific knowledge, manpower and facilities.

The last policy area ensures the development of public policy at the strategic federal level.

The Ministry is organized into a Corporate Services Branch, for administration purposes, and into three operational branches: the Government, University and Industry branches. Through these operational branches the Ministry has its tangential relationship with leisure related activities. For example, the government branch consults with other science-based departments in the federal government to develop

policy concerning the use of oceans, energy and the North. The Industry branch concerns itself with support of industrial research which may have long-range effects on how leisure time may be spent (that is, improvements in automotive design would facilitate automobile-holiday travelling). This particular branch maintains direct links with provincial levels of government through the Federal-Provincial conferences of Ministers on Industrial Research and Development. The University branch advises the Government on policies concerning the support of university research in science, which also may have implications for leisure activities.

The trend, established from 1975, for providing advice, coordination and support for research in science and technology, is expected to continue.

#### Financial Information

Not available

#### Changes Since 1974

The role of the Ministry was formalized in 1975 to provide advice, coordination and support for research in science and technology.

#### References

Ministry of State for Science and Technology, Annual Report 1978-79, Ottawa: 1979.

#### Contacts

Denis Hudon, Secretary, Office of the Secretary of the Ministry.



## SCIENCE COUNCIL OF CANADA

Primary Responsibility: To assess the scientific and technological resources, requirements and potentialities of Canada.

### Leisure Involvement

Mandate: Periodic research into leisure-related fields (eg. energy, conservation, transportation).

Agency Inclination: Initiative and promotional.

Orientation: National and long-term concerns.

Clients: Federal government and the general public.

Trends: Continued emphasis on research and attempts to increase public awareness of scientific issues in Canada.

The Science Council is an independent national advisory body, operating largely outside the regular structure of government. Council members are drawn from the academic and industrial sector from the various geographic regions of the country.

The Council is responsible for developing its own program of studies (although the Minister of State for Science and Technology may refer to it for advice on scientific and technological matters). Studies are conducted under the guidance of a Council committee and at any time a number of studies are underway. The Committee on Opportunities in Canadian Transportation is one of seven current studies and it is examining the leisure-oriented field of inter-city passenger transportation. The committee will also study inter-destination freight traffic patterns with an eye to developing institutional and management opportunities.

Related to the leisure field are two publications released in 1979 entitled "Roads to Energy Self-Reliance: The Necessary National Demonstrations" and "A Scenario for the Implementation of Interaction Computer-Communications Systems in the Home". Both of these topics have implications for leisure time and activities, and the reports make recommendations based on extensive research of these issues.

This method of operation - study by a committee almost entirely drawn from outside government and recommendations subject to debate by full council - has proven the best and most economical method for

providing independent policy advice and will continue to be used in the future.

Financial Information

Not available

Changes Since 1974

No real changes in structure, only topics for study have changed.

References

Science Council of Canada, Annual Report 1979-80, Ottawa: 1980.

SECRETARY OF STATE

Primary Responsibilities: Citizenship registration and participation, education support, official languages outside the federal public service, translation services, state protocol, coordination of federal cultural agencies, human rights preservation.

Leisure Involvement

Mandate: Social and cultural programs for official language minority groups and native citizens; youth group exchanges through the Open House Canada Program; Canada Week Celebrations.

Agency Inclination: Supportive and promotional.

Orientation: National and special group.

Clients: Organized voluntary groups, other government levels.

Trends: A decrease in the Department's cultural coordination role and active leisure-services provision appears imminent. The future of the Secretary of State's leisure and cultural involvement may in part be determined by the final recommendations of the current federal cultural policy review (the Applebaum-Herbert Commission Review set up under the Minister of Communications).

The mandate of the Department of the Secretary of State is complex, both because it is multi-dimensional and because it has experienced several changes in recent years. However, the primary orientation of the Department has been toward Canadian cultural matters since the mid-1960s and particularly since the Canadian centennial.

One of the Department's roles has been to encourage inter-agency program cooperation and coordination among the federal cultural bodies. While dealing with such diverse agencies as the CBC, the National Film Board, the National Arts Centre, National Museums, Canada Council, etc, the Secretary of State Department lacked direct authority over them. These cultural organizations were established as relatively autonomous bodies that were meant to be at arm's-length from the political

machinations of changing governments. A possible consequence of this arrangement is that the ability to articulate a coherent federal cultural policy has been reduced.

A recent major change has seen a movement of the Arts and Culture Branch to the Department of Communications. This Branch, concerned with the health of Canadian cultural industries, museums, performing and visual arts and broadcasting, had been the Secretary of State's primary link to other cultural organizations. Just what the effect of the inter-departmental move will be on the cultural coordination task is not yet manifest. Unquestionably, the Department's direct role in cultural services has been sharply curtailed. The remaining program areas providing leisure-related services are described here.

The Citizenship and Official Languages Branch exists to promote and assist the development of effective Canadian Citizenship and to coordinate the formulation of national strategies or policies affecting citizenship. Sub-objectives derived from the foregoing are: 1) to encourage an appreciation of the peoples, regions and cultures, official languages and institutions of Canada; 2) to promote a greater understanding among people in order to combat prejudice and discrimination; and 3) to encourage effective citizens' participation and to facilitate access to government, particularly by the socially and culturally disadvantaged segments of the population.

A number of programs with a leisure component are funded under the Native Citizens' Directorate. The word "native" includes status and non-status Indians, Metis and Inuit. Applications for assistance under each of the programs must be initiated, administered and operated by native groups.

The Native Social and Cultural Program funds community and cultural projects which engage the participation of native peoples in contemporary society. The aim of the program, as its name suggests, is to increase opportunities for native cultural and social expression, as well as to stimulate intracultural and intercultural appreciation. Social development support may go to those activities which relate to effective native peoples participation in both native and non-native social organizations. Included among acceptable projects for funding are life-skills workshops, leadership training seminars and community development. Support is granted for cultural festivals, exhibits, theatre, curriculum development and education programs emphasizing native history or traditions. Only native non-profit groups - not individuals - are eligible for funding.

The Native Communications Program provides assistance to communications projects in social development. The program was activated to achieve a number of objectives: 1) to extend the scope of native



communications models which have demonstrated their worth to their client groups in terms of information exchange, cultural preservation and social development; 2) to broaden the base of native citizens' participation by providing access to professional resources and training at all levels of communication - with other groups, among natives, with decision-makers and with the larger society; and 3) to ensure effective coordination of the interests and competence of government organizations involved with native communications activities.

The Migrating Native Peoples' Program aim is to encourage transient native peoples to preserve their cultural integrity and identity. Capital and training funds and core support are provided to Native Friendship Centres. Centre staff are meant to take a lead role in achieving the objective of community interaction to resolve the problems of their clientele. Under this program core support is also provided to the National Association of Friendship Centres. The Association liases with provincial Friendship Centre associations, with government at all levels and with other native groups to promote effective coordination; it also participates in Friendship Centre evaluations undertaken by the Native Citizens' Directorate.

Under the Official Languages Minority Groups Directorate a variety of services are offered to non-profit voluntary groups of Anglophones in Quebec and Francophones in the other provinces and territories. The primary objective of all programs is to help those who wish to retain their culture to function effectively in their environment. Voluntary groups are supported in order to facilitate access to social and community services in the minority language. The Directorate supports the use of various communication media (newspapers, radio, T.V., films, public relations materials, etc.) to assist the linguistic and cultural maintenance of the official language minority groups. Special attention is given to encouraging the participation of youth in community life and the strengthening of youth organizations. An equal concern is that of maintaining dialogue between the official language minority and majority.

The Open House Canada program within the Citizen's Participation Directorate provides transportation assistance for reciprocal exchange visits between groups of young people across Canada. Currently, priority is given to bilingual group exchanges or those between northern and southern regions of Canada. Travel arrangements are made on the basis of the least expensive, most direct route possible. The group is responsible for all other costs incurred during the exchange. Application is limited to groups of between 15 (minimum) and 40 (maximum) members who are between the ages of 14 and 22. Group members may only benefit from Open House Canada once. Each exchange group must find its own reciprocal group; each exchange partner hosts his or her "twin" at home during the visit. A program of learning activities designed to increase understanding of the community being visited must be planned in

advance.

Other Citizenship and Official Language Branch activities include the Women's Program, the Voluntary Action Program and the native Core Funding Program. These are all concerned with community and social action projects of their client groups, rather than with cultural development/transmission per se. Core funding and technical assistance is provided to the Committee of National Voluntary Organizations (CNVO). This body represents over 100 national voluntary organizations including Women's Institute and the Boy Scouts and Girl Guides of Canada. Finally, the branch provides technical assistance in official languages to business enterprises, voluntary associations and to non-federal levels of public administration. Financial assistance is provided to non-profit associations for translation and interpretation services.

#### Financial Information 1980-81

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Citizen Participation -	21,287	27
Native Groups		
Open House Canada	10,330	8
Grant for Festival Canada	1,504	
<u>TOTAL</u>	<u>\$33,121</u>	<u>35</u>

#### Changes Since 1974

Arts and Culture Branch transferred to the Department of Communications.

Youth employment through the Student Community Services, the Youth Job Corps and the Hostels programs transferred to Employment and Immigration.

More emphasis in remaining cultural programs on citizens participation through community activism.

#### References

Secretary of State, Annual Report 1980, Ottawa: 1980.

\_\_\_\_\_, Native Citizens' Programs, Ottawa: 1978.

#### Contacts

Marc Arnal, former Senior Liaison Officer, Summer Youth Employment.

Wendy Whitecloud, Co-ordinator, Social and Cultural Development, Native Citizens Directorate.



SMALL BUSINESS

Primary Responsibility: Financial and Consultive services for Canadian Small Businesses.

Leisure Involvement

Mandate: Support for small business involved in leisure-related products and services.

Agency Inclination: Supportive.

Orientation: National.

Clients: Small business.

Trends: Likely to increase its activities.

Administration of the Small Business Loans Act was transferred from the Department of Finance to the Department of Industry, Trade and Commerce, April 1, 1978. The Ministry of State for Small Business reports through the Minister of Industry, Trade and Commerce. During the past year 11,000 manufacturers were exempted from federal sales tax because their annual sales were below \$50,000. Action was also taken to free small manufacturers from tax on the purchase or import of production machinery. Although a breakdown of manufacturers aided is not available it is conceivable that a portion of those could be involved in leisure-related products. In addition, the Ministry has stated that large companies awarded government contracts must include plans to sub-contract to small business.

The Ministry also established the Small Business Intern Program, designed to place community college and university graduates into small businesses. This program had a successful introduction of more than 1,000 interns, 30% of whom were females, into small business across Canada. 32% of the graduates were placed in manufacturing (a portion of which could be involved in leisure products) 29% in services, 19% in retail or wholesale business and 2% in agriculture or fisheries. The remainder were placed in mining, construction and finance or insurance.

This department can have a significant impact on leisure services and products through its support of those small businesses involved in such areas.

Financial Information

Not available.

References

Industry, Trade and Commerce, Annual Report 1978-79, Ottawa: 1980.

Contact

Mr. C. Lussier, Director of Small Business.

SOCIAL DEVELOPMENT

Primary Responsibility: Policy and budgetary evaluation and coordination of programs for social development.

Leisure Involvement

Mandate: Many social development programs which are leisure related.

Agency Inclination: Policy evaluation and coordination.

Orientation: National.

Clients: Other government agencies.

Trends: An increase in the proportion of the budget being designated to leisure activities such as culture.

The Ministry of State for Social Development is not a federal department as such. It is governed by the Ministries of State Act. The Ministry of State for Social Development coordinates and evaluates programs for federal departments in the social expenditure envelope many of which are directly involved in the provision of leisure services. The Ministry is divided into three functional branches which look at department policies and proposals on a daily basis. The three branches are: income support and transfer payments, direct services of the federal government, and finally finance and coordination for long range planning. The broad objectives of the Ministry of State for Social Development are currently income support, employment, immigration and support of minority groups, health, the environment, fitness, native development and culture. They examine existing and proposed programs in these areas and submit their evaluation and suggested resource allocations to cabinet.

Economic resources for new programs come from monies in the envelope reserve fund. This money has not been previously allocated to specific programs, thus it is available for new programs or for further funding of existing programs. A large portion of this reserve is designated in the area of health and welfare, however in the past money has also gone to many leisure related services such as the environment, a weather station, fitness, native development, research and culture. The amount of money designated in these areas will continue to increase under the new envelope system.

The Ministry of State for Social Development is not a government department, therefore there are no specific committees set up for federal-provincial relations. However, there is a great deal of intragovernmental co-ordination. The Ministry is aware of programs and services offered by federal agencies and other government departments which come under the auspices of the social expenditure envelope.

#### Financial Information, 1980-81

Leisure oriented departments make up about 4% of the total social affairs envelope, therefore 4% of the Ministry's budget for administering the envelope is attributed to leisure.

<u>Activity</u>	<u>\$1000s</u>	<u>PY</u>
Policy Formulation	149	3
Program Review & Assessment		

#### Changes Since 1974

Neither the Ministry nor the envelope system existed.

#### Contact

L.F. Anglin, Program Analysis, Evaluation and Coordination.

SOLICITOR GENERAL

Primary Responsibility: To provide policy, research and administrative support to the Penitentiary Service; Parole Board.

Leisure Involvement

Mandate: Policies for lesiure opportunities within penitentiaries.

Agency Inclination: Initiative.

Orientation: National.

Clients: Penitentiary service; inmates.

Trends: No charges likely.

The Department of the Solicitor General operates as a headquarters for the Canadian Penitentiary Service, the National Parole Board and, to a limited extent, the Royal Canadian Mounted Police. The Department's duties are mainly related to administration and policy development.

Within the leisure field, the Department has no direct activity but it does recognize the recreational needs and potentials of those detained within Penitentiaries. Research is underway into alternative forms of rehabilitation of criminals, some utilizing community and leisure involvement. Policy development may also have an effect on the leisure opportunities provided within the penitentiaries themselves. This includes consultation with the provinces and other levels of government to assure the broadest possible range for policy development. The Solicitor General sees its role as providing leadership not only in the law enforcement and correction fields, but also within the total system of criminal justice. Many of the necessary consultative processes, demonstration projects, conferences, and research projects are carried out as joint federal-provincial programs initiated by the Secretariat.

Financial Information

Not available

Contact

Director of Human Resource Policy and Programs.





STATISTICS CANADA

Primary Responsibility: Information services to government and general public.

Leisure Involvement

Mandate: Information on culture, leisure, tourism, sport and related activities.

Agency Inclination: Supportive and initiative.

Orientation: National, regional, urban, rural.

Clients: Mainly federal government departments and agencies, but the general public may use data collected by Statistics Canada.

Trends: Continued in depth studies of various aspects of the cultural-leisure field.

Statistics Canada is the major supplier of statistical information to the federal government. The Education, Science and Culture Division, in particular, deals with questions relating to activities undertaken during leisure time.

Increasing interest in the fields of culture, leisure, tourism, and sport, is being recognized by government officials, sociologists and other researchers. Statistics Canada, with the cooperation and assistance of the Secretary of State and the Arts and Culture Branch of the Department of Communications, classifies and observes as comprehensively as possible leisure activities in order that repercussions of these activities may be appreciated, and well-informed decisions can be taken with respect to them.

The program undertaken by the Education, Science and Culture Division is comprised of fourteen different projects. Book publishing is a yearly survey covering both publishers and the books they publish. Related to this is a survey concerning book distribution. An annual survey is conducted into questions of frequency of issue, circulation, language and content of magazines and newspapers.

The fourth major project concerns itself with the content and the cultural aspect of the film industry. Also involved are questions on production, distribution and presentation of films in Canada. Radio and television are surveyed from a cultural viewpoint. What Canadians watch and how much time they spend doing it are covered in this section. The

In Canada, leisure opportunities are closely dependent upon transportation. It is a vital element in the nation's socio-economic fabric. The vast distances which separate the scattered pockets of population make all forms of transportation important in the daily life of Canadians in all parts of the country. Transport Canada carries out the federal responsibilities in this field. It must not only satisfy the goals stated above but it must also support other government goals in such areas as economic and industrial development, environmental protection, energy and sovereignty. Its role must be one of coordination and regulation to ensure maximum safety and efficiency.

Transport Canada carries out its role through a complex structure which includes a headquarters organization; three operating administrations for air, marine and surface transportation, and a number of crown corporations with varying degrees of autonomy - each of these will be considered separately later.

Although air, marine and surface activities are handled by separate administrations (the Canadian Air Transport Administration, the Canadian Marine Transport Administration and the Canadian Surface Transport Administration), it has become increasingly important in recent years to deal with the various elements as part of one network. This is true of much for the longer-term planning and policy making, as well as certain operational areas which of necessity involve more than one mode of transport.

An area of increasing concern is the carrying of explosives, corrosives and other dangerous goods which are transported by a variety of means. Legislation has been drafted and, in the meantime, training programs are being given to firemen and others involved in emergency services. An Information and Emergency Response Centre has been opened in Ottawa, and it is ready to respond to telephone enquiries from all parts of Canada, 24 hours a day.

With the increase in traffic of all kinds has come an increase in the number of transportation accidents. Legislation has been drafted for the establishment of an independent transportation accident investigation commission which would have the power to look into any aircraft, ship or train accident and report its findings to the Minister of Transport.

Research and development are essential if transportation is to keep pace with changing needs. Transport Canada has been given the responsibility for coordinating the federal program in this field through an interdepartmental panel made up from 17 federal agencies with a combined annual expenditure of about \$100 million. Four industry government advisory boards have been set up to convey the needs of industry and other interested parties to Transport Canada at the interdepartmental panel.

Education, Science and Culture Division also undertakes to look at the various aspects of the sound recording industry. Disc and tape manufacturing, consumer demand, sales and import/exports are current facets being studied.

The performing arts in Canada have been examined annually in the categories of theatre, music, dance and opera companies. Areas of interest surveyed have included performances and attendance, touring and Canadian content. Related to this project is another series of studies concerning artists. Although this project focuses on visual artists, surveys will be extended to include performing artists, writers and so on. The study on performing arts facilities focuses on the distribution of facilities, attendance, expenditures and income and the type and origin of performers.

Two projects investigate libraries and museums. Public, school and university libraries are studied to gain knowledge of the types of users, hours of operation, holdings, etc. The museum survey analyses attendance figures, travelling exhibitions, staff and finances.

One of the major studies concerned itself with the cultural and leisure activities of Canadians. It included a number of surveys which provided information on the time spent on various activities, the nature of those activities, the conditions in which they are undertaken, the level of satisfaction they provide and many other issues. The surveys were on cultural activities, travel, physical fitness, recreation and sport, and reading habits. Other activities will be studied as the project progresses.

The survey on art education examined how children are introduced to art and how artists and art teachers are trained.

The final study underway is concerned with government expenditures on culture in Canada. This is an in-depth statistical analysis of all aspects and possible influences of government involvement in the culture field.

These fourteen projects were developed by Statistics Canada with help from the Secretary of State. The Canada Council is also involved in providing areas for future study. Since the Arts and Culture branch has recently been transferred from the Secretary of State to the Department of Communications, that department is now involved with the projects.

Statistics Canada includes five methods of dissemination of its information. This is to ensure that everyone who needs it, and wishes to use it, may have it quickly and in the most suitable way. These methods include Service Bulletins on Culture Statistics, a publication for each of the fourteen projects, articles and studies, an annual synthesis of each project (for example, the Travel, Tourism and Recreation Digest) and

the provision of information on demand to those interested researchers requiring more information than what is already available.

Future surveys will involve looking at a different aspect of each of the fourteen projects. Continued concern regarding leisure activities will be reflected in the wide range of data sought out, analysed and distributed by Statistics Canada.

#### Financial Information 1980-81

<u>Activity</u>	<u>\$1000's</u>	<u>PY</u>
Education, Science and Culture Division	3,000	105

#### Changes Since 1974

Creation of the fourteen projects has established the Education, Science and Culture Division as an important area in Statistics Canada work.

#### References

Statistics Canada, Culture Statistics, Vol. 1, No. 1 Series #87, No. 001, May 1978.

\_\_\_\_\_, Culture Statistics, Series #87, No. 002, 501, 502, 601-604, 610, 615, 620, 625, 650-652, 656, 660, 685, 680.

#### Contact

Yves Ferland, Assistant Director, Cultural Sub-division, Education Science and Culture Division.



## SUPPLY AND SERVICES

Primary Responsibility: Procurement is the primary service provided. Supply and Services also provides information about federal government activities to the public, coordinates government information services, markets all federal publications and coordinates information programs.

### Leisure Involvement

Mandate: Dissemination of information about governmental leisure services.

Agency Inclination: Promotional, but also supports other governmental services.

Orientation: National.

Clients: Government departments and agencies, the general public and business.

Trends: Increasing information by making publications easily accessible to the public.

The Minister of Supply and Services is responsible to Parliament for Statistics Canada, the Royal Canadian Mint, Crown Assets Disposal Corporation, Canadian Arsenals Limited and the Office of the Custodian.

The department is divided into two sections, Supply and Services, each under direction of a deputy minister. The Department of Supply and Services was established April 1, 1969, by the Government Organization Act.

Supply responsibilities include purchasing, printing and publishing, expositions, traffic management, security, equipment maintenance and repair, plus warehousing and distribution. The Canadian Government Publishing Centre co-ordinates the publishing activities of the Government of Canada including the sale and distribution of priced publications; free distribution of government publications to selected dispositories; and the provision of information to the public on such topics as physical fitness, tourism, etc.

Nine regional supply centres, located across Canada and in the United States and Europe, handle all product lines as well as other supply functions. The regional supply centres satisfy the needs of regional customers and encourage the involvement of local suppliers in filling federal government requirements.

Services' activities cover the Public Service payroll and superannuation systems, the financial management reporting system, accounting and administrative support, central personnel records, and advisory services in management, consulting, auditing and computing.

Federal-provincial programs relate to Supply Service Administration in three areas: regional supply centres, bulk purchasing of drugs and vaccines, and public sector co-operative supply.

There is a coordinating Committee composed of representatives of provincial health Departments, and the federal departments of National Health and Welfare, Supply and Services, Consumer and Corporate Affairs, and Industry, Trade and Commerce, who purchase drugs and vaccines cooperatively on behalf of the provinces.

Another form of federal-provincial coordination arose from a Task Force entitled "Service to the Public" in 1979. Initially, activities centered on improved access to government by telephone. Action was taken in Ontario to introduce a special blue-page section in municipal telephone books, listing federal, provincial and municipal government services. The listings of services are by function, rather than alphabetical, to provide an easy reference list of frequently used services. Plans are being made to expand this program across Canada.

The task force started negotiations with provincial governments to offer a telephone referral system similar to a pilot system operating in Manitoba. Cooperation from most governments is expected.

The programs of Supply and Services are served by a Common Administration. Three agencies with a degree of leisure involvement Crown Assets Disposal Corporation, Statistics Canada, and the Royal Canadian Mint are considered separately.

#### Financial Information

Not available

#### Changes Since 1974

Information Canada no longer exists and its distribution functions have been transferred to Supply and Services.

#### References

Supply and Services Canada, Annual Report 1979-80, Ottawa: 1981.

#### Contacts

Louis Poliquin, Special Projects Officer.



TELEGLOBE CANADA

Primary Responsibility: To establish, maintain and operate Canada's external telecommunications services and to co-ordinate their use with the services of other countries.

Leisure Involvement

Mandate: Transmission of international cultural, social and political events via radio and television; personal telephone exchanges internationally.

Agency Inclination: Initiation, control and support of telecommunications services.

Orientation: International and national.

Clients: Consumers of telecommunications services such as telephone, telex, telegraph, data and video transmission.

Trends: Increase in the number and technical sophistication of communications satellites and submarine cables to meet growing service requirements. Increased demand by Canadian ethnic groups for coverage of sporting and cultural events taking place in Europe. As energy costs continue to rise, certain telecommunications services (videotex) are expected to substitute for some travel.

When Teleglobe Canada was founded as a commercial crown corporation in 1950 it was primarily an overseas telegraph company. Traditional public services such as telephone and telex still comprise the greatest share of the corporation's business. However, Teleglobe plays an important role in the emergence of new communications modes in the international marketplace.

Teleglobe, since 1964, has been involved in a 102-country; international consortium the International Telecommunications Satellite Organization (INTELSAT). This body was created to own and operate a global commercial communications network using satellites stationed over the Atlantic, Pacific and Indian Oceans. Teleglobe's use of the INTELSAT global satellite system made the 1976 Olympic Games in Montreal the most widely viewed event in history.

Four satellite earth stations (two in Nova Scotia, one in British Columbia and one in Quebec) provide access to the INTELSAT system for the telex, telephone, video, etc. transmission services. The technique involves transmitting the desired signals via microwaves from an earth station in one country to a satellite and back to an earth station in another country.

International telecommunications services are established as a result of agreements reached with foreign organizations responsible for providing such services. Teleglobe, as Canada's representative, negotiates those agreements. To link the Canadian public to the international network, separate agreements must also be concluded with Canadian domestic telecommunications carriers. International organizations besides INTELSAT through which Teleglobe participates as a co-owner of facilities and networks or as a party to standards development or regulation include the following: the Commonwealth Telecommunications Organization (CTO), the International Maritime Satellite Organization (INMARSAT), the International Telecommunications Union (ITU) and the Inter-American Telecommunications Conference (CITEL). Teleglobe Canada reports to Parliament through the Minister of Communications. In 1980, 20% (\$7.2 million) of the corporation's net income was remitted to the Receiver General for Canada.

With the increasing sophistication of telecommunications media, the cost to users has declined relative to other goods and services. A major advance of late includes an expansion of international telephone direct dialing capability for Canadians in certain urban centres. By 1984-85, close to 80% of Canadian subscribers will have direct overseas access via the Teleglobe network to almost any point in the world.

#### Financial Information 1979-80

Teleglobe Canada is a profit-making institution. On the basis of the Corporation's 1980 revenue statement, it appears that approximately 10% of Teleglobe's (net) income is derived from satellite television transmissions.

Activity	\$1000s	PY
Satellite Transmission	-3,600 (profit)	129

#### Changes Since 1974

An increase (by one) in the number of earth satellite stations in Canada.

The development of fiber optic cables feasible for intercontinental underwater transmissions of telegraph, telex, etc. signals.

An overall increase in the technological sophistication of Teleglobe's transmission/reception equipment.

Reference

Teleglobe Canada, 30th Annual Report for the year ended March 31, 1980, Montreal: 1980.



TRANSPORT CANADA

Primary Responsibility: To attend to the development and operation of a safe and efficient national transportation system that contributes to the achievement of government objectives and to operate specific elements of this system.

Leisure Involvement:

Mandate: Leisure travel (driving, boating, flying, rail) and travel to leisure resources.

Agency Inclination: Supportive and promotional.

Orientation: National and regional.

Clients: General public.

Trends: Likely to continue along present path.

The current climate of slower economic growth and fiscal restraint has had a major impact on Transport Canada as a large federal department with operating responsibilities. At the same time, all departments have been under pressure for greater financial accountability vis a vis efficiency and effectiveness. The present role statement (Primary Responsibility) is seen as being too broad, therefore nine supporting strategic objectives were formulated to provide a long term strategic perspective of Transport Canada's objectives. Some of these nine objectives include the following:

1. To foster an environment which supports the efficient development, provision and operation of all elements of the national transportation system.
2. To ensure that an adequate level of safety is provided for the national transportation system.
3. To ensure Canadians are afforded reasonable accessibility to the national transportation system.
4. To ensure that users of the national transportation system are treated equitably.

In Canada, leisure opportunities are closely dependent upon transportation. It is a vital element in the nation's socio-economic fabric. The vast distances which separate the scattered pockets of population make all forms of transportation important in the daily life of Canadians in all parts of the country. Transport Canada carries out the federal responsibilities in this field. It must not only satisfy the goals stated above but it must also support other government goals in such areas as economic and industrial development, environmental protection, energy and sovereignty. Its role must be one of coordination and regulation to ensure maximum safety and efficiency.

Transport Canada carries out its role through a complex structure which includes a headquarters organization; three operating administrations for air, marine and surface transportation, and a number of crown corporations with varying degrees of autonomy - each of these will be considered separately later.

Although air, marine and surface activities are handled by separate administrations (the Canadian Air Transport Administration, the Canadian Marine Transport Administration and the Canadian Surface Transport Administration), it has become increasingly important in recent years to deal with the various elements as part of one network. This is also true for longer-term planning and policy making.

An area of increasing concern is the carrying of explosives, corrosives and other dangerous goods which are transported by a variety of means. Legislation has been drafted and, in the meantime, training programs are being given to firemen and others involved in emergency services. An Information and Emergency Response Centre has been opened in Ottawa, and it is ready to respond to telephone enquiries from all parts of Canada, 24 hours a day.

With the increase in traffic of all kinds has come an increase in the number of transportation accidents. Legislation has been drafted for the establishment of an independent transportation accident investigation commission which would have the power to look into any aircraft, ship or train accident and report its findings to the Minister of Transport.

Research and development are essential if transportation is to keep pace with changing needs. Transport Canada has been given the responsibility for coordinating the federal program in this field through an interdepartmental panel made up from 17 federal agencies with a combined annual expenditure of about \$100 million. Four industry government advisory boards have been set up to convey the needs of industry and other interested parties to Transport Canada at the interdepartmental panel.



Within the department, the Transport Canada Research and Development Centre's activities cover all modes of transport. It works closely with industry since its goal is to bring technological innovations to the stage where they can be put to economic use. Among its recent achievements are a light, rapid, comfortable train capable of speeds up to 200 km/hour.

For some years, the Canadian Coast Guard has been using air cushion vehicles for icebreaking. This concept is being developed further as part of a study for extending the shipping season and range of operations in the St. Lawrence Seaway and Great Lakes. In air transportation, research is being done on designing light aircraft which can survive crashes better, ways of making small aircraft more energy efficient and ways of reducing the hazards aircraft face from bird strikes.

The Canadian Air Transport Administration administers the first part of the Aeronautics Act, which deals with the technical side of civil aviation and includes aircraft registration, licensing of personnel, establishing and maintaining airports and facilities for air navigation, air traffic control, accident investigation and the safe operation of aircraft. The second part of the Act, which deals with the economic aspects of commercial air services gives the CTC certain regulatory functions in commercial air services.

The Canadian Marine Transportation Administration is responsible for all marine matters except ferry services. It consists of six crown corporations, the Canadian Coast Guard and a headquarters component. The Canadian Coast Guard serves the recreational public in providing safety, navigation and weather information, and in search and rescue operations. The Coast Guard operates a fleet of ships tending lighthouses and buoys, providing weather-oceanographic services and responding to distress calls. The administration of Canadian ports is under the CMTA. Canada's harbours are subdivided into National Harbours Board ports, Harbour Commission ports, Public Harbours and Government Wharves. About 2,000 fishing harbours and facilities for recreational boating are administered by the Department of Fisheries and Oceans or by Environment Canada. More than 300 public harbours are administered directly by the CMTA. Most harbourmasters and wharfingers at these ports are fees-of-office employees appointed by the Minister of Transport.

The Surface Transportation Administration is responsible for road, railway and ferry services. Motor vehicle responsibility is a provincial matter, unless it is interprovincial or international in scope. Even these matters have been assigned to the provinces, with the reservation that federal control be retained over commercial transport. The regulation of interprovincial or international commercial transport, including safety is exercised by the Canadian Transport Commission. Non-commercial motor vehicle safety, from the federal point of view, extends to research and development of standards for new vehicles.

Provincial duties rest with the vehicles in use. The Administration also attempts to improve the coordination of highway policies in Canada and operates and maintains all interprovincial and international bridges and ferries.

#### Financial Information, 1980-81

Assuming 30% of air travel is personal (leisure oriented).

Activity	\$1000s	PY
Airports and associated ground services (30%)	42,978	674
Air navigational services(30%)	71,659	1,716
TOTAL	114,637	2,390
Less 30% of revenues from airport fees and air transport tax, etc.	51,003	
Estimated cost of program	63,634	

#### Changes Since 1974

Because of severe budget restrains Transport Canada was forced to set more specific policy objectives than it had done in the past.

#### References

Transport Canada, Annual Report 1979-80, Ottawa: 1980.

#### Contact

Craig Lee, Public Affairs Officer.

### TREASURY BOARD SECRETARIAT

Primary Responsibility: To advise cabinet on the selection of programs and projects that will achieve the government's objectives in the most effective manner in accordance with its priorities, and to promote the efficient use of manpower and material resources needed by departments and agencies to carry out their programs and projects.

#### Leisure Involvement

Mandate: Effective governmental service in all fields, including leisure.

Agency Inclination: Financial control (now shared with the Office of the Comptroller General) over other federal agencies.

Orientation: Federal.

Clients: Federal government departments.

Trends: Sharing of responsibilities with Office of the Comptroller General.

The secretariat examines spending programs of all government departments and agencies; makes recommendations to Cabinet on proposed expenditures; recommends public service personnel management policy to Treasury Board in such areas as manpower utilization and compensation; negotiates the terms of collective agreements with public service unions; develops policies for effective administrative management; and implements and evaluates the government's official language policies.

Of the four branches of Treasury Board, one, the Program Branch, impacts vitally on the provision of leisure services. It recommends to the government, on the basis of analysis of departmental plans and programs, the acceptance, modification or rejection of specific expenditure proposals, in order to: reflect the government's priorities; increase the effectiveness and efficiency of existing and proposed programs; increase the efficiency with which the person-year resources, facilities, equipment, materials and supplies are used in the operation of programs; and to develop the estimates for the approval of Parliament. In fulfilling its role as the branch responsible for personnel management policies it has a direct impact not only on the

quantity but the quality of the "man years" available to leisure related services.

#### Financial Information

Not available

#### Changes since 1974

The Office of the Comptroller General is now responsible for the quality and integrity of the financial administrative policies and practices in use throughout the federal Public Services.

#### References

Treasury Board, Treasury Board Secretariat/Office of the Comptroller General, Ottawa: 1980.

VETERANS AFFAIRS

Primary Responsibility: To provide medical and welfare support to veterans of the Canadian Armed Forces.

Leisure Involvement

Mandate: Leisure is a means to improve the quality of life of the veterans.

Agency Inclination: Supportive.

Orientation: National.

Clients: War veterans.

Trends: Transfer of treatment hospitals to provincial jurisdiction. Gradual phase-out of department as veterans pass away.

In 1973 the Department of Veterans Affairs had under its administration nine active treatment hospitals and three veterans' homes. Six of these twelve facilities have been transferred to the provinces and are providing medical care to the general public. Remaining under federal jurisdiction are the Rideau Veterans Home, Ottawa; Deer Lodge Hospital, Winnipeg; Ste Anne de Bellevue, Montreal; Saskatoon Veterans' Home; Colonel Belcher Hospital, Calgary; and the Edmonton Veterans' Home. Discussions with provincial authorities are in progress for the transfer of three of these.

These institutions incorporate recreation and leisure facilities. Some have fairly extensive tracts of land, while others have minimal external open space. All have workshops and craft areas, television, billiards and social areas. The hospitals' recreation offices arrange activities both inside and outside the hospital grounds. Trips are arranged and operated by the Department in an attempt to retain outside interests.



Clients of Veterans Affairs are often involved in different veterans associations, such as the Royal Canadian Legion, and it is often within these associations that leisure activities are organized, sometimes with or often without consultation with the Department.

#### Financial Information

Not available

#### Changes Since 1974

Six of twelve V.A. hospitals transferred to Provinces to serve the general public.

#### References:

Veterans Affairs, Annual Report 1978-79, Ottawa, 1980.

\_\_\_\_\_, Camp Hill Hospital, Halifax N.S., Ottawa, May 1978.

\_\_\_\_\_, Colonel Belcher Hospital, Calgary Alberta, Ottawa: 1980.

#### Contacts

Wayne Scott, Information Officer, Public Relations Directorate.



## VIA RAIL CANADA INCORPORATED

Primary Responsibility: To provide an uninterrupted transcontinental rail service from Halifax to Vancouver, and to maintain swift rail or road service across the country.

### Leisure Involvement

Mandate: It provides rail transportation, and has developed packaged tours to travellers in Canada.

Agency Inclination: Supportive and promotional.

Orientation: National.

Clients: Patrons of trains, buses and ferries.

Trends: As a result of rising fuel costs, and increasing concern over the effects of automobile exhaust fumes, Via anticipates that the present call for greater levels of service will continue in the immediate future.

Since April, 1979, Via Rail Canada Inc., has had sole responsibility of managing in one unified system, all passenger services in Canada formerly operated by Canadian National (CN) and Canadian Pacific (CP) railways.

In 1979, Via carried approximately 6 million passengers. This represented an increase of 5.4% over the previous year.

In co-operation with the Canadian Government's Office of Tourism, Via recently introduced the Travel Agency Commission Package. The effect of this has been a phenomenal growth of demand for package tours. Via is now Canada's largest wholesaler of tour packages.

Via has never had student or youth fares, however, it offers very advantageous rates to groups and the elderly.

Via considers that the future of public transportation in Canada lies with the Intermodal Concept. This concept represents an effective co-ordination of all those transportation modes now available - buses, railways, ferries, and airplanes.

To facilitate the intermodal concept, Via has developed a

computerized system, Reservia, that offers speedy train information, reservations, and automatic ticket printing. Reservia has recently undergone changes to enable Air Canada to share the use of its computerized system. At a later stage of its development, Reservia will enable travellers to purchase interconnecting train, motel, rent-a-car, and bus services at a single source.

#### Financial Information 1979

At least 50% of VIA passengers are travelling for non-business reasons, therefore the estimated leisure component is 50%:

Activity	\$1000's	PY
Via-Rail	-211(net profit)	2000

#### Changes Since 1974

Via has taken over passenger service previously provided by CN and CP.

The Intermodal Concept is a recent brainchild of Via.

Via has introduced the Travel Agency Commission Package.

#### References

Via Rail Canada Incorporated, Annual Report 1979, Montreal: 1980.

#### Contact

Mr. Cerutti, Assistant Director of Public Relations.

